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ABSTRACT

This document describes outcomes of the Arizona School Restructuring Pilot Project, implemented in Arizona in 1990. The project provided 11 elementary and 4 high schools, selected in a competitive grant process, with the opportunity to pilot their restructuring plans over a 4-year period (1990/91-1993/94). Data were obtained from a survey of key participants: 481 out of 577 possible teachers; 20 out of 21 possible principals and assistant principals; 14 out of 15 possible superintendents; and 20 out of 75 possible governing board members. Teachers and principals reported that the pilot grant funds had allowed their schools to act more as "risk-takers." Concerns about the site-based decision-making councils centered on lack of "real power," lack of training, and the need for teacher compensation or released time. The top state-, local-, and school-level barriers to implementation are identified, some of which include lack of state funding, excessive paperwork, cumbersome teacher dismissal policies, lack of time, lack of financial incentives for teachers, and lack of adequate discretionary funds. The four stakeholder groups also identified the following proposed solutions as useful: getting more discretionary funding to school sites; requiring board members to attend training sessions; offering state support for training activities; creating school-based social-service centers; and developing charter schools. Finally, the report offers 11 policy observations and recommendations. Appendices contain the pilot project list of schools and funding summary for 1990-94, a matrix and descriptions of restructuring schools' emphasis; and school-by-school teacher survey responses. Sixteen tables are included. (LMI)

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SCHOOL RESTRUCTURING:

Views from Within & Policy Implications

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SCHOOL RESTRUCTURING:

Views from Within & Policy Implications

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SCHOOL RESTRUCTURING:
Views from Within & Policy Implications

Executive Summary

Following the national movement to restructure rather than simply reform our country's K-12 educational system, Arizona legislators initiated the *Arizona School Restructuring Pilot Project* in 1990. For 11 elementary schools and four high schools--as selected in a competitive grant process--the project provided them with a unique opportunity to pilot their restructuring plans over a four-year period (1990/91 - 1993/94) so that others could benefit from their pioneering efforts.

This report presents the findings of a formal written survey conducted during September, 1993, of key stakeholder groups involved in the restructuring pilot--teachers, principals/assistant principals, superintendents, and governing board members. The survey solicited perceptions on their general beliefs about restructuring, site-based decision-making (SBDM) issues, barriers to school restructuring, and proposed solutions. Teachers and principals also responded to questions dealing with the type of restructuring activities they had enacted and project outcomes. It is important to note that this was not a random statewide survey in that it only involved key stakeholder groups within the 15 pilot restructuring projects; therefore, the findings cannot be generalized to all 1,000 plus schools across the state. However, when considered in conjunction with other research on restructuring, the data--especially that on barriers and solutions--appears to be reflective of events occurring in many schools and districts, both within Arizona and across the nation.

The report also offers policy observations and recommendations which focus on the broader aspect of school restructuring, not just on the pilot project per se. The goal of Morrison Institute's work was *not* to evaluate the individual programs nor the overall project (this was the responsibility of researchers from the Institute for Educational Research and Evaluation Studies at ASU West). Instead, Morrison Institute was charged with providing the Joint Legislative Committee on School Restructuring Incentives and participating school sites with technical assistance and policy support. To this end, in addition to local training and assistance, policy-based information was gathered during the past three years through discussions, interviews, and the aforementioned surveys.

Data presented within the report reveal that teacher and principal respondents believed the pilot grant funds allowed them to initiate *restructuring activities* that they might not have otherwise, or would have taken longer to implement (e.g., SBDM, cross-age tutoring, multi-age classrooms, community service for students, year-round schooling). They also perceived that a variety of legislatively-defined program outcomes had occurred: enhanced collaboration among teachers, meeting unique needs of students, increased parental involvement, and improved student academic achievement. Overall, the largest percentage of teacher and principal survey respondents believed that the restructuring grant had allowed the school to be more of a "risk-taker."

Within the area of *site-based decision-making*, each of the 15 pilot schools has some form of operational SBDM council. However, over one-third of teacher, principal, and superintendent respondents indicated that the desire of their governing board to keep these SBDM councils advisory was a barrier to restructuring. Many individuals offered open-ended responses that expressed their concerns over not having "real" SBDM power (i.e., that their district was paying "lip service" to the issue). On the other hand, the vast majority of governing board and superintendent respondents believed that SBDM was an

important support for restructuring, but that significant training must occur before they were willing to hand over additional budgetary decision-making authority. Survey data also reveal that nearly half of the teacher respondents noted that they would be willing to serve on such a SBDM council, but only if additional compensation or release time was available.

Pilot schools were encouraged from the beginning of the project to be cognizant of the state and local-level barriers encountered as they chartered new territory through their restructuring efforts. This report summarizes the degree to which stakeholder group respondents had experienced any of 40 different barriers in their efforts to restructure. Top *state-level barriers* were identified as the lack of state funding to support decentralization activities as well as restrictive state laws (e.g., certification, teacher dismissal, mandates without adequate funding). School-based respondents also believed that the lack of state mandates to decentralize was a barrier. Top *local board/district office-level barriers* included: excessive paperwork; cumbersome teacher dismissal procedures and a reluctance to terminate ineffective teachers; lack of knowledge/education among school board members; requirements that all school within a given district be "uniform" as driven by certain items within district-negotiated teacher agreements and other district policies; and the desire of board members to keep SBDM teams as advisory. Key *school-level barriers* included: lack of time; lack of financial incentives for teachers; lack of knowledge/education among parents; lack of adequate discretionary funds and limited decision-making authority over budgetary items; and limited school-based knowledge of federal/state laws and education reform activities.

The four stakeholder groups were also asked to identify how helpful certain *proposed solutions* would be in advancing the restructuring process in their school and district. The list of solutions was based on current ideas being discussed by state and local policymakers as part of broader school reform activities, as well as ideas brought forward by personnel from the pilot schools. Most of the solutions focused on having the state assist in developing an "infrastructure of support" for schools and districts. The top solutions (as perceived by the survey respondents) included: getting more discretionary funding to school sites; requiring board members to attend training sessions; offering state support for training activities; creating school-based social service centers; developing charter schools; mandating certain SBDM/decentralization activities by the state; expanding career-ladder performance-based programs; and having the state intervene in non-performing districts.

Finally, the report offers a set of *policy observations and recommendations* derived from the survey findings as well as from information gathered throughout the four-year project. The recommendations, as listed below, are discussed within the report.

1. Ensure that more discretionary funding is available at the school-level since additional funding and control over such funding are believed to be responsible for many changes occurring within the pilot schools.

2. Enact state actions to ensure site-based decision-making teams have more than just an advisory role for those teams ready to take on this responsibility.

3. Require district and governing board buy-in as well as on-going training and communication among all stakeholder groups as part of any future school-based grants (unless schools become completely autonomous).

4. Allow entities other than local governing boards to sponsor charter schools if such legislation is established in Arizona.

5. Direct the Department of Education to use a portion of the funding allocated for the current pilot restructuring project as "seed money" to establish regional training and technical assistance support centers for all interested schools/districts.

6. Require school board members to receive training/information on certain core restructuring issues as a condition of serving in office.

7. Modify current State Board of Education rules regarding the number of upper-division university credits necessary to obtain/renew a standard teaching certificate; allow similar credit for school-based restructuring/leadership activities (e.g., SBDM).

8. Establish a system of "rewards and sanctions" that includes state intervention in non-performing schools/districts.

9. Expand career ladder/performance-based pay programs as a means to support restructuring.

10. Develop a plan for the implementation of school-based social service support centers as a means to support for restructuring.

11. Improve information flow between district/school-based personnel and the state, especially through the use of technology.

Many valuable lessons can be learned from the pilot restructuring project as presented throughout this report. Systemic restructuring is complex, ill-defined, and will not happen overnight. On the other hand, there are many teachers, principals, superintendents, and governing board members willing to tackle the difficult issues. There is also a key role for the state--one that involves the building of an infrastructure of support that schools and districts can call upon. The recommendations offered above are an integral part of that infrastructure; they are perceived as necessary supports to mitigate many of the barriers encountered by pilot participants and ultimately to support the overall goal of restructuring--enhanced student outcomes.

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INTRODUCTION

Project History

Following the national movement to restructure rather than simply reform our country's K-12 educational system, Arizona legislators initiated the *Arizona School Restructuring Pilot Project* through the passage of S.B. 1552 (1990). This bill authorized a Joint Legislative Committee on School Restructuring Incentives to approve up to 16 grants for *school-based* restructuring efforts. During Fall, 1990, a request for proposals and a review process were undertaken by this committee, with 15 proposals being approved--four high schools and 11 elementary schools. As prescribed by the legislation, their proposals for restructuring focused on six primary goals:

1. Increase parental involvement.
2. Improve academic achievement.
3. Improve the school environment.
4. Meet the unique needs of students.
5. Increase the efficiency and effectiveness of the school.
6. Improve the professionalism of, and cooperation among, the school's teachers.

After the initial application review and approval process by the Joint Legislative Committee, additional hearings were held during the summers of 1992 and 1993 to review the progress of schools and to grant reapprovals for the next year of the project. Funding for FY 1990/91 was determined by each school's student enrollment, with initial grants during this first year ranging from $7,500 to $40,000 per school. For FY 1991/92, funding amounts were doubled, with a five percent increase occurring for each of the remaining two years of the project (see Appendix A for a list of pilot schools and their funding levels; Appendix B offers brief program descriptions for each).

S.B. 1552 also required the Arizona Department of Education (ADE) to provide technical assistance to these pilot schools and to conduct an external evaluation of the project. In order to meet these requirements, ADE contracted with the Morrison Institute for Public Policy (Arizona State University) to provide the Joint Legislative Committee and participating school sites with technical assistance and policy support. ADE also contracted with the Institute for Educational Research and Evaluation Studies (ASU West) to complete the external evaluation.

Interim evaluation reports were submitted to the Joint Legislative Committee by ASU West researchers. In addition, Morrison Institute prepared a policy report based on preliminary data entitled *Barriers to School Restructuring* (Sheane and Bierlein, 1992). This report focused on barriers realized by school-based personnel in their efforts to restructure. During December, 1993, final evaluation and policy reports will be considered by the Committee since recommendations must be made to state policymakers regarding the continuance of the pilot project. The project is currently slated to expire June 30, 1994, unless renewed by the legislature.

Purpose of Report/Methodology

The purpose of this report is to provide the Joint Legislative Committee on Restructuring Incentives and other policymakers with information on state policy issues related to school restructuring, with a key focus on continued barriers experienced by the schools and potential state and local solutions. Recommendations are derived from a variety of data sources. First, Morrison Institute personnel conducted annual on-site visits to each of the 15 pilot schools and held discussions regarding a variety of restructuring issues (in addition to offering training sessions to small and large groups of school and/or district personnel). Second, during September, 1992, telephone interviews were held with principals, faculty, and/or members of a school's site-based decision-making team to gather data on key state and local barriers. Finally, the

principal source of data for this report involved a formal written survey administered during September, 1993, to all returning teachers (those in the pilot school the previous year), principals/assistant principals, superintendents, and governing board members associated with the 15 pilot schools. Additional methodological details for this survey follow.

The survey of the four stakeholder groups noted above was based on issues that had been identified previously by project participants as well as by members of the Joint Legislative Committee. Four survey instruments were used, one for each of the four groups, with common questions across groups in addition to issues specifically targeted toward a given group. Survey questions focused on the following areas: beliefs about restructuring, site-based decision-making issues, barriers to school restructuring, and proposed solutions (categorized by state or local). Open-ended responses were also solicited from each respondent relative to appropriate training necessary to advance the restructuring process; opportunities for additional comments were also provided. In addition, surveys for teachers, principals/assistant principals, and superintendents included questions on outcomes of the restructuring pilot. Finally, the teacher and principal surveys also contained questions regarding specific activities designed to achieve project (i.e., restructuring) goals. (Note: Copies of these survey instruments are available from Morrison Institute. Also note that whenever the word "principal" is noted in this report, it refers to the survey responses offered by both principals and assistant principals.)

Survey items were developed by Morrison Institute personnel and field-tested by school-level personnel from several schools within the pilot and by one governing board member not involved in the project. Department of Education personnel also reviewed the surveys and offered comments. After appropriate edits were made, teacher and principal surveys were mailed in early September, 1993, to each school with directions for distribution and return. Superintendent and governing board member surveys were mailed directly to each individual along with a stamped return envelope. Anonymity was guaranteed for each individual, noting that data would be broken down by school only for aggregate teacher responses.

It is important to note that this was not a random statewide survey. Information presented in this report has been derived from stakeholder groups associated with the 15 schools involved in the pilot restructuring project and are therefore not necessarily representative of the 1,000 plus schools throughout the state. In addition, readers are especially cautioned against generalizing the responses from the governing board members given the low response rate from this group. However, when considered in conjunction with other research on restructuring, this information appears to be reflective of events occurring in many schools and districts, both within Arizona and across the nation.

It is also important to note that this report is not an evaluation of the pilot project as this was the responsibility of researchers from ASU West. Instead, Morrison Institute gathered "perceptual" outcome data from key project stakeholders in order to analyze the project experience, detect policy implications, and develop a list of observations/recommendations which could enhance future policy decisions on school restructuring issues.

STAKEHOLDER SURVEY RESULTS

This section presents data and general findings from the September, 1993, survey as aggregated across all 15 pilot sites, with individual breakdowns by school found in Appendix C (for aggregate teacher responses only). Total response rates for usable surveys from each stakeholder group were as follows: teachers = 481 of 577 possible (83%); principals/assistant principals = 20 of 21 possible (91%); superintendents = 14 of 15 possible (93%); and governing board members = 20 of 75 possible (27%) [Note: at least one board member from 11 of the 15 districts responded]. In addition, supportive information has been extracted from the Fall, 1992, *Barriers to Restructuring* report.

General Beliefs about Restructuring

Individuals from each of the four stakeholder groups were asked to offer their perceptions regarding general restructuring issues. Several findings are:

- **It was believed that changes in the school structure are needed and restructuring was more than just a "buzz" word** -- Table 1 reveals that only 16% of teacher and 10% of principal respondents who responded agreed or strongly agreed that things are currently fine in their school and that no substantive changes are necessary. This contrasts to 36% of superintendent and 35% of board member respondents who believed no real changes are needed. These findings contradict the general notion that educators are generally happy with things the way there are and are unwilling to change. In the same light, nearly three-fourths of all respondents believed that restructuring is more than just a current fad and that it will lead to more than minimal improvements.

- **Pilot restructuring schools were perceived as being more successful than other schools in their districts** -- At least 90% of respondents in each stakeholder group noted that the school involved in the pilot restructuring project was definitely more successful in its efforts to restructure when compared to other schools in the same district. In the same regard, the vast majority also noted that their overall district was more successful than neighboring districts.

Table 1: General Beliefs about Restructuring (% who agree or strongly agree)	Teachers n = 481	Principals/ Asstn. n = 20	Supts. n = 14	Local Board n = 20
Things are fine; no real changes are needed at my school/district	16	10	36	35
Restructuring is merely a "buzz" word	26	5	14	26
My district is more successful than neighboring districts	90	95	100	95
The restructuring pilot school is more successful than other schools in district	94	100	93	90

Restructuring Activities

Teachers and principals were asked to indicate the degree to which 21 different types of restructuring activities had been occurring in their school during the previous three years (the length of the pilot program). Table 2 indicates the percentages of respondents who indicated that certain activities had occurred to a "large extent" in their school (the highest level offered on the survey). The activities are ranked from highest to lowest percent based upon teacher responses.

- **Although a variety of new activities were perceived to have occurred, the most highly ranked items are no longer considered "unusual"** -- Within the activities identified by teacher respondents as having occurred to a large extent, there were a number that truly *do not* represent the "status quo" of school structures: site-based decision-making (46%), cross-age tutoring (44%), multi-age classrooms (41%), community service for students (26%), and year-round schooling (15%). Unfortunately, the highest ranked activities are items that many schools were trying to do and are no longer considered "unusual," e.g., integrating special education student (64%), actively soliciting parent involvement (61%), increasing staff development opportunities (58%), providing more remediation/enrichment support for students (58%), using developmentally appropriate practices (51%), and using technology to improve instruction (50%). On the other hand, many of these highly ranked activities were encouraged through the six goals in the restructuring legislation (e.g., meeting the unique needs of students; improving parental involvement).

- **Principals presented a more rosy picture concerning the restructuring pilot than teachers** -- Table 2 reveals that in nearly every case, principal respondents indicated to a larger degree that certain restructuring activities were occurring within their schools when compared to their teacher respondents. This could be the case for several reasons: principals simply knew of more activities than any given teacher; they were more enthusiastic about the project than their teachers (as 35% indicated they were); and/or they were trying to paint a better picture of their school.

Table 2: Restructuring Activities *(% who indicate activity has been occurring to "large extent" during past three years)*	Teachers n = 481	Principals/ Assts. n = 20
Integrating regular and special education students	64	85
Actively soliciting parental/community involvement	61	70
More staff development opportunities	58	80
More remediation/enrichment opportunities for students	58	70
Using developmentally appropriate practices	51	63
Utilizing technology to improve instruction	50	65
Integrating curriculum across subjects	48	55
Aligning curriculum, instruction, and assessment	46	55
Site-based decision-making (SBDM)	46	50
Utilizing technology to improve internal communication	45	47
Implementing cross-age tutoring	44	58
Developing criterion-referenced (CRT) assessments	43	58
Multi-age classrooms	41	37
Mentoring programs for teachers	39	45
Using portfolio assessments	37	35
More social service support	36	44
Formalizing SBDM procedures	36	20
Offering parent/community instruction	27	25
Community service activities for students	26	30
Year-round schooling	15	10
Implementing "school-within-a-school" concept	12	30

Restructuring Outcomes

Teachers, principals, and superintendents involved in the pilot project were asked to indicate the extent to which they believed each of 15 outcomes had occurred as a result of restructuring activities undertaken during the past three years (period during which the pilot project was operating). Table 3 highlights these results by showing the percentage of each stakeholder group that believed that specific outcomes had "definitely" or "somewhat" occurred (the two highest choices offered on the survey). Items are ranked by the percentage of teachers that offered "definitely occurred" as a response.

- **On average, at least 90% of respondents indicated changes had occurred as a result of restructuring activities** -- Focusing on the last item listed on Table 3, only 1 of 14 superintendent, 38 of 475 teacher and 2 of 21 principal respondents felt strongly that no more than a few changes had occurred as a result of the pilot.

- **Greater opportunity for risk-taking occurred** -- Restructuring requires "risk-taking" in order to change the status quo and at least half of the stakeholder respondents believed the pilot project allowed this to occur (teachers, 54%; principals, 75%; superintendents, 43%). This was due in part to the pilot project having provided a sizeable portion of discretionary funding directly to school personnel so they could take risks. Site-based decision-making activities also existed to a large degree, both because money existed over which the school personnel could make decisions and because the pilot project encouraged such activities.

- **Pilot school efforts also had some *district-wide* impact** -- Table 3 shows that at least one-third of the respondents noted that restructuring activities undertaken by a pilot school "definitely" promoted district commitment toward the need for change (teachers, 38%; principals, 50%; superintendents, 36%). In addition, 24% of teacher, 50% of principal, and 29% of superintendent respondents noted that activities in their pilot school had definitely encouraged restructuring activities in other schools in the district.

- **At least 25% of respondents perceived that several legislatively-defined outcome pilot project goals had been met** -- The following program goals were perceived by survey respondents to have "definitely" occurred: enhanced collaboration among teachers (teachers, 44%; principals, 75%; superintendents, 50%); meeting unique needs of students by promoting more student-oriented activities (teachers, 38%; principals, 50%); increased parental involvement (teacher, 36%; principals, 65%); and improved student academic achievement (teachers, 25%; principals, 55%; superintendents, 36%).

- **Overall, teacher respondents believed that the restructuring pilot made a difference** -- Table 3 also reveals that 25% of teacher respondents believed that current restructuring activities had made a serious difference in their *classroom*, while 43% believed that a serious difference had been made in their *school*.

Table 3: Restructuring Outcomes (% who indicate outcome **"definitely"** or **"somewhat"** occurred as a result of restructuring activities during past three years)	Teachers n = 481		Principals/ Assts. n=20		Supts. n = 14	
	Def-initely	Some-what	Def-initely	Some-what	Def-initely	Some-what
Allowed school to be more of a "risk-taker"	54	35	75	25	43	57
Enhanced collaboration among teachers	44	45	75	25	50	71
Made a serious difference in my school	43	50	---	---	---	---
Promoted district commitment for change	38	45	50	40	36	29
Promoted more student-oriented activities	38	45	50	50	---	---
Increased parental involvement	36	43	65	30	---	---
Revitalized interest in working with students	31	46	50	44	---	---
Teachers are more responsible for students' learning	30	48	30	60	21	43
Improved teacher morale	28	41	45	55	36	57
Caused high standards to be set for all students	28	51	50	45	36	36
Teachers are more committed to systemic change	26	49	37	63	21	72
Improved student outcomes	25	57	55	30	36	29
Made a serious difference in my classroom	25	52	---	---	---	---
Encouraged restructuring in other schools in district	24	48	50	40	29	43
Improved student attendance	19	38	42	42	---	---
Prompted students to be responsible for learning	16	52	37	53	---	---
Caused few changes to occur in school/district	9	23	13	13	8	23

Site-Based Decision-Making (SBDM) Issues

Each of the four stakeholder groups was asked to express their general beliefs about SBDM and decentralization. Survey respondents were also asked to identify who *currently* makes final decisions in their school/district relative to a key set of items, and who *should be* empowered to make final decisions. The results indicated that:

- **It was believed that teachers should take on more leadership roles (and many were willing), but additional compensation was desired to cover extra non-teaching responsibilities** -- Table 4 reveals that when asked whether teachers should take on more leadership roles in their schools, stakeholder respondents overwhelmingly agreed (teachers, 88%; principals and superintendents, 100%; board members, 85%). However, a slight majority in all cases (except principals) indicated that activities/meetings taking time away from classroom responsibilities (e.g., SBDM) should not be expected without additional compensation. Indeed, when teachers were asked if they would be willing to serve on a SBDM team (especially if it had their "ideal" set of decision-making authority), 36% of

the respondents indicated they would without compensation; 49% indicated they would, but only with additional compensation or release time; and 15% said "no."

Table 4: Leadership Roles & Compensation (% who agree or strongly agree)	Teachers v = 481	Principals/ Asstn. n = 20	Supts. n = 14	Local Board n = 20
Teachers should take on more leadership roles	88	100	100	85
Teachers should get paid extra for non-teaching activities (e.g., SBDM)	69	47	57	53
As a teacher, are you willing to serve on a SBDM team, especially one that has your "ideal" set of decision-making authority?	36% - Yes 49% - Yes, but require $ or release time 15% - No			

- **Board member and superintendent respondents believed SBDM is important and that many teachers and principals are eager to take on additional budgetary authority; however, significant training is needed before these school-based groups should be granted such authority** -- Table 5 illustrates that the vast majority of governing board and superintendent respondents believed school personnel are eager to take on greater SBDM responsibilities (e.g., budgetary authority), but that significant training must first occur before they would be willing to grant school-based personnel such additional authority. They also acknowledged that one of their concerns with SBDM is that the board and superintendent are still held accountable by the public for decisions made at the school level.

Table 5: SBDM -- Board and Superintendent Views (% who agree or strongly agree)	Supts. n = 14	Local Board n = 20
Teachers are eager to make decisions regarding 100% of school's M&O budget	71	63
Principals are eager to make decisions regarding 100% of school's M&O budget	71	60
Teachers have the knowledge necessary to make decisions over 100% of school's M&O budget	29	26
Principals have the knowledge necessary to make decisions over 100% of school's M&O budget	50	75
Significant training is needed before granting any additional budgetary authority to schools	93	95
One concern with SBDM is empowering schools while district/board is still held accountable by law	50	63
It is my responsibility to remove barriers identified by my school	100	85

- **Misperceptions existed among stakeholders across the pilot project as to who currently makes final decisions** -- When asked to identify the group (or individual) that currently makes the final decision regarding a variety of issues, the majority of respondents were in agreement on only six of 17 items (see shaded areas in Table 6). For the remaining 11 items, the majority of respondents in various groups were split in their understanding of who currently makes such decisions. Areas of most consistency (i.e., at least three different entities were identified) involved knowledge of who made the final decision over M & O and capital budgets, funding for technology, and evaluation instruments/criteria for teacher performance.

Table 6: Who *Currently* Makes Final Decisions?*	Local Board	Teacher Negotiated Agreement	District Office/ Supt.	Principal	Teachers	SBDM Council
BUDGET						
Restructuring grant money				T-42%		P-55%; S-71% G-58%
M&O	G-79%		T-45%	P-50% S-46%		
Capital	S-46% G-72%		T-37%	P-37%		
Teachers' salaries	T-57%; P-55% S-100%;G-68%					
Administrative salaries	T-76%; P-85% S-100%;G-90%					
Extra duty/curricular compensation	T-36%; S-64% G-37%	P-37%				
Technology	S-29% G-44%		T-32% P-58%	S-29%		
PERSONNEL						
Hiring of teachers	S-54% G-50%			T-57% P-35%		
Hiring of administrative personnel	P-45%; S-71% G-50%		T-52%; P-45% G-50%			
Types of positions/FTEs per school			T-60%; P-70% S-79%; G-44%			
Training/inservicing activities			T-48%; P-42% G-50%			S-39%
Evaluation criteria for teachers	S-31%		T-51%; P-45% G-44%	S-31%		
Evaluation criteria for administrators			T-59%; P-75% S-54%; G-53%			
OTHER						
Setting school calendar	T-41%; P-40% S-93%; G-67%					
Determining transportation routes/times			T-80%; P-100% S-83%; G-90%			
Establishing schools' yearly goals/priorities				T-30%		P-45%; S-57% G-39%
Establishing length of day for teachers	S-50% G-44%		T-36% P-35%			

* Largest percent of a given group indicating who currently makes final decisions; T=Teachers, P=Principals, S=Superintendents, G=Governing board members

- **Depending on the issue, 23 -73% of teacher respondents were *not* satisfied with who currently makes final decisions in their district; between 10% - 30% of principals were also unsatisfied** -- Table 7 reveals that there was a sizeable group of teacher respondents who were not satisfied with the entity that currently makes the final decision on issues such as teachers' and administrators' salaries, capital expenditures, and the hiring of administrative personnel. Overall, however, the majority of teacher respondents were satisfied with current decision-makers for five of the seven areas presented on the survey.

- **Findings from this survey parallel results from a recent study conducted by the Arizona Department of Education, except teachers in the pilot schools were much more satisfied with their control over funding than a statewide sample of teachers** -- Table 7 shows that 70% of teachers within the pilot schools indicated satisfaction with who makes decisions over M&O funding in their school compared to only 45% of a statewide sample of teachers (*Committee on Decentralization Survey of Teachers and Principals*, Arizona Department of Education, June, 1993). This may be due in part to the fact that site-based management teams in the pilot school currently have a great deal of control over their pilot monies. Teachers in other schools with more limited discretionary money may feel less satisfaction with funding decisions.

Table 7: Satisfaction with Current Decision-making Roles (% "satisfied" or "very satisfied" with group that currently makes decisions on these items)	Pilot Teachers n = 481	Pilot Principals/ Asstts. n = 20	Statewide Teachers Sample n = 1074	Statewide Principal Sample n = 531
Hiring of teachers	77	90	73	85
Maintenance and operations (M&O) budget	70	85	45	72
Training/inservicing activities	67	75	---	---
Hiring of administrative personnel	61	79	51	---
Capital budget	56	85	---	---
Administrators' salaries	36	55	---	---
Teachers' salaries	27	70	35	63

- **The majority of respondents within the four stakeholder groups were in agreement with who *should* be granted the final decision-making authority for only 6 of 17 issues** -- Table 8 highlights the specific issues to which stakeholder group respondents agreed should be granted the final decision-making authority (see shaded areas in Table 8). These include restructuring grant money, funding for technology, training activities, determining transportation routes/times, and setting school goals.

Table 8: Who *Should* Make Final Decisions?*	Local Board	Teacher Negotiated Agreement	District Office / Supt.	Principal	Teachers	SBDM Council
BUDGET						
Restructuring grant money						T-55%; P-63% S-92%; G-77%
M & O	G-47%			T-33%; P-58% S-50%		
Capital	G-63%					T-37%; P-47% S-42%
Teachers' salaries	P-40%; S-92% G-59%	T-56%				
Administrative salaries	T-37%; P-68% S-92%; G-89%					
Extra duty/curricular compensation	S-46%	P-30%				T-37%; P-30% G-35%
Technology						T-53%; P-65% S-67%; G-56%
PERSONNEL						
Hiring of teachers				P-45%; S-64% G-44%		T-39%
Hiring of administrative personnel	G-61%		S-60%			T-36% P-40%
Types of positions/FTEs per school			S-46% G-39%			T-47% P-45%
Training/inservicing activities						T-46%; P-58% S-75%; G-50%
Evaluation criteria for teachers			S-25% G-33%		P-26% S-25%	T-40% S-25%
Evaluation criteria for administrators			P-55%; S-67% G-47%			T-32%
OTHER						
Setting school calendar	S-69% G-63%					T-43% P-40%
Determining transportation routes/times			T-61% ; P-85% S-100%;G-74%			
Establishing schools' yearly goals/priorities						T-58; P-90% S-83%; G-58%
Establishing length of day for teachers	G-47%		S-31%			T-40% P-45%

* Largest percentage of given group indicating who should be empowered to make final decisions; T=Teachers, P=Principals, S=Superintendents, G=Governing board members

- **Significant decentralization of decision-making authority would need to occur to move the pilot schools from current to proposed status** -- Table 9 illustrates the level of decentralization that would need to occur in order to move various decision-making responsibilities from their current owner to those entities as recommended by the majority of the stakeholder respondents within the pilot project. Current law would allow this shifting to occur; however, it still requires the governing board to formally affirm general budgetary expenditures.

Table 9: Comparison of "Current" & "Should Be" Decision-makers	Current Decision-maker	Recommended Decision-maker
Agreement among majority of four stakeholder group respondents on:		
Administrative salaries	Local Board	Local Board
Transportation routes	District Office	District Office
Restructuring grant $	Prin./SBDM Council ⇒	SBDM Council
Technology $	Board/District Office ⇒	SBDM Council
Training activities	District Office ⇒	SBDM Council
School goals	Prin./SBDM Council ⇒	SBDM Council
Agreement among majority of three stakeholder group respondents on:		
Teacher salaries	Local Board	Local Board
Admin. evaluation criteria	District Office	District Office
M&O funding	Board/Dst. Office/Prin.⇒	Principal
Hiring teachers	Board/Principal ⇒	Principal
Capital funding	Board/Dst. Office/Prin.⇒	SBDM Council
Extra duty compensation	Board/Dst. Office ⇒	SBDM Council

Barriers to School Restructuring

Individuals within each of the four stakeholder groups were asked to indicate the degree to which they had experienced any of 40 different barriers in their efforts to restructure. The potential barriers placed on this survey were issues that had been collectively identified by school-based personnel across the 15 schools and highlighted in the Fall, 1992, *Barriers to School Restructuring* report prepared by Morrison Institute. Several other issues were added to the survey based on information gathered through on-site visits and other dialogues with project participants. In addition to the items listed on the survey, respondents were asked to offer comments on any other barriers not addressed.

The potential barriers were broken down into three general categories: state-level, local board/district office-level, and school-level. Tables 10-12 present the percentages of respondents who noted that the various issues were "somewhat" or "very much" a barrier to their restructuring efforts. The issues have been ordered from highest to lowest percent based upon teacher responses.

State-level Barriers

- **Lack of state funding to support decentralization activities, as well as restrictive state laws, were the top state-level barriers for all four stakeholder groups** -- Table 10 reveals that principal and superintendent respondents felt strongly that the lack of state money earmarked to support decentralization activities, in addition to restrictive state laws, were key barriers to their restructuring efforts. Local board member and teacher respondents agreed, but to a lesser extent. Although this survey did not specifically ask respondents to identify the types of state laws that they found restrictive, data from the *Barriers to School Restructuring* report identified three key areas: curriculum and assessment (e.g., mandates to teach certain topics without adequate funding, too much

state testing); certification/teacher dismissal (difficulty in hiring nontraditional teaching candidates, dismissal timelines are too lengthy); and paperwork and finance issues (e.g., too much state reporting, the need for more budget flexibility and equity).

Table 10: *State-Level* Barriers to School Restructuring (% noting item as **"somewhat"** or **"very much"** a barrier)	Teachers n = 481	Principals/ Asstts. n = 20	Supts. n = 14	Local Board n = 20
No state funding to support decentralization	47	85	86	65
Restrictive state laws	44	80	79	67
No state mandate to decentralize	33	35	21	21
No state encouragement to decentralize	32	45	29	20

Local Board/District Office Barriers

- **Excessive requests for paperwork was viewed as the top local board/district office-level barrier by teachers** -- Table 11 shows that 72% of the teacher respondents--as well as over one-half of the principal and superintendent respondents--cited excessive paperwork requests by administrators as a key barrier. It was noted by teachers that a great deal of redundant paperwork is required by their district office, often without an explanation of why it is needed.

- **Teacher dismissal continues to be a key barrier** -- Principal respondents identified cumbersome teacher dismissal procedures as their top barrier (90%), with 64% of superintendent, 42% of board member, and 35% of teacher respondents agreeing that these procedures pose a problem. Data gathered for the Fall, 1992, *Barriers* report indicated that school personnel believed that the current timelines for teacher dismissal were far too long and the amount of documentation necessary was excessive--especially if incompetency was not revealed until late in the school year. In addition, Table 11 reveals that over half of teacher and principal respondents believed that their district was reluctant to terminate ineffective teachers. This perception was not supported by superintendent and local board member respondents.

- **Lack of knowledge/education among school board members and the difficulty of convincing them the value of new methods were two of the top barriers identified by teachers and principals** -- Table 11 indicates that 60% of teacher and 63% of principal respondents believed that lack of knowledge/education among board members was a significant barrier. Survey data also support previous findings from the Fall, 1992, *Barriers* report that school site personnel are frustrated in their attempts to be innovative, while district/board requirements support the status quo. School personnel also noted at that time that this was due to district offices' distrust of their ability to engage in effective decision-making and a lack of access to research and state-level information.

- **Certain items within district-negotiated teacher agreements were found by one-third to one-half of stakeholder respondents to be a barrier** -- Most school districts in Arizona and throughout the country enter into negotiated agreements with their teachers, specifying not only salary levels but terms of employment. During Fall, 1992, personnel in several schools specifically noted they were stymied in their efforts to restructure because of unresolvable problems stemming from their district-negotiated agreements. When individual stakeholders across the 15 schools were asked their perceptions, Table 11 reveals that, dependent upon the issue, between one-third and one-half of

respondents believed this to be the case. For example, 56% of teacher and 42% of principal respondents felt maximum class size restrictions found in the agreements were a barrier. Approximately one-third of all stakeholders believed specifications regarding the number and length of meetings per month and the length of teachers' work day were also a barrier. Nearly one-half (47%) of principals and at least 25% of respondents from the other three groups viewed teacher negotiated agreement provisions regarding transfers based on seniority to also be an issue.

- **The requirement for all schools within a district to be uniform was identified by nearly one-half of teacher, principal, and superintendent respondents as a barrier to restructuring** -- Initially identified in the *Barriers* report as a significant barrier, data from Table 11 reveal that 44% of teacher respondents, and 50% of principal and superintendent respondents still perceive this to be the case, while only 21% of board member respondents concur. Related to this notion of uniformity are district policies which mandate that specific textbooks be used throughout the district. Thirty-five percent of teacher and 40% of principal respondents perceived that this type of policy existed in their district and it served as a barrier to their restructuring efforts. As discussed above, it is perceived that provisions within district-negotiated teacher contracts also serve to maintain the notion of uniformity.

- **Many respondents believed that governing boards desire school SBDM councils to be advisory only and this poses a problem** -- Table 11 reveals that over one-third of teacher (38%), principal (42%), and superintendent (36%) respondents stated that the desire of their governing board to keep SBDM councils advisory was a barrier to restructuring, whereas only 21% of board member respondents believed this to be the case.

- **Approximately one-third of the respondents felt the lack of training for district office administrators and school-based personnel was a barrier** -- The request for training support, prior to undertaking any significant restructuring/decentralization effort, is often heard by policymakers. Data extracted from Table 11 reveal that this issue was indeed identified as a key barrier by at least 35% of the respondents (except only 20% of board members felt there was a lack of administrative training).

- **Issues related to intradistrict transfers were perceived to be the least of all barriers offered** -- Although identified by some school personnel as a serious barrier in the Fall, 1992, *Barriers* report, Table 11 reveals that mandated intradistrict transfers and/or discouraged transfers were viewed by only one-quarter or less of the stakeholder respondents as being a problem. Indeed, a review of the school-by-school breakdowns for these items (as provided in Table 5 in Appendix C) show that these issues appear to be of real concern in only 4 of the 15 pilot schools.

Table 11: *Local Board/District Office* Barriers to School Restructuring (% noting item as **"somewhat"** or **"very much"** a barrier)	Teachers n = 481	Principals/ Assts. n = 20	Supts. n = 14	Local Board n = 20
Administrative requests for paperwork	72	58	50	37
Lack of school board member knowledge/education	60	63	36	21
Teacher-negotiated agreement that specifies maximum class sizes	56	42	29	16
District reluctance to terminate ineffective teachers	56	60	0	32
Difficulty in convincing district/board of value of new methods	50	42	29	30
District requires all schools to be "uniform"	44	50	50	11
SBDM council kept advisory by board	38	42	36	21
Lack of administrative training	37	37	43	20
Lack of training for school-based personnel	37	47	43	40
Teacher-negotiated agreement that specifies number/length of meetings per month	36	39	29	35
Cumbersome teacher dismissal procedures	35	90	64	42
District policy that mandates specific textbooks	35	40	21	10
Teacher-negotiated agreement that specifies length of teacher work day	31	42	36	35
Teacher-negotiated agreement that requires transfers based on seniority	25	47	43	25
Intradistrict transfers are discouraged	25	25	14	16
Intradistrict transfers are mandated	20	15	8	5

School-level Barriers

- **Lack of time was rated by all stakeholders as the number one barrier to restructuring; lack of financial incentives for teachers was rated second** -- Over 85% of respondents perceived that lack of time was the most significant barrier, as illustrated in Table 12. Open-ended comments from teachers indicated that more time was required to undertake activities such as holding SBDM meetings, working with colleagues to solve problems, and planning restructuring activities. It was also noted that it is almost impossible within the current structure to find this kind of time without seriously impinging on the instructional responsibilities of teachers. Related to the lack of time is the notion that--with the exception of the career ladder programs in some districts--the current education system provides no financial incentives for teachers to "find" the extra time that is necessary to truly restructure.

- **Lack of knowledge/education among parents and parent apathy were viewed as two of the top school-level barriers** -- Table 12 indicates that nearly two-thirds of all stakeholder respondents believed that the lack of parent knowledge as well as parent apathy had a significant impact on schools' efforts to restructure.

- **Lack of adequate discretionary funds and limited authority for school personnel to make budget decisions continued to be viewed as major barriers** -- The majority of pilot school personnel interviewed during Fall, 1992, noted that the current amount of discretionary funding available to SBDM teams and the strong control districts maintain over these funds were barriers to their restructuring efforts. Table 12 reveals that 81% of teacher, 95% of principal, and over 70% of superintendents and local board member respondents agreed that the limited amount of discretionary funds available to schools was a problem. In a similar vein, 78% of teacher and 68% of principal respondents believed that they have limited budget decision-making authority and this is of concern. Nearly half of the superintendent and board member respondents agreed.

- **Limited school-based knowledge of federal/state laws and state board rules was perceived as a barrier** -- Table 12 notes that approximately 50% of teacher and at least 70% of principal and superintendent respondents believed that the lack of school-based knowledge of key federal and state laws/rules was a problem, whereas half of the board respondents agreed. Data gathered for the Fall, 1992, *Barriers* report indicated that many school personnel felt they did not have ready access to the types of information and resources that would allow them to serve in more than an advisory capacity (i.e., they lack knowledge about the legal issues surrounding many of the decisions historically made at the district office).

- **To a slightly lesser degree, limited school-based knowledge on "new" instructional/ management practices also was limiting restructuring efforts** -- Table 12 shows that at least one-third of teacher, principal, and superintendent respondents noted that limited school-based knowledge regarding issues such as formalizing SBDM procedures, performance-based assessments, and non-traditional instructional practices served as barriers (board member respondents agreed, but to a lesser degree). This perceived lack of knowledge has great ramifications given that school-based knowledge of these types of issues is essential within a restructured school.

- **Restrictive class schedules, student mobility, and limited access to business partnerships were all issues viewed by at least half of the stakeholder respondents as key barriers** -- These issues vary to some degree dependent upon the location and type of school, i.e., student mobility was more of an issue within urban schools, restrictive class schedules had a greater impact within high schools, and limited access to business partners was of more concern to rural respondents (see Table 5 in Appendix C for school-by-school breakdowns). However, Table 12 reveals that across the schools involved in the project, respondents believed that these issues collectively had a significant impact on their ability to restructure.

- **Lack of school-based vision, leadership, trust, and a safe environment were identified as barriers, but to a lesser degree than other issues** -- Falling near the bottom of Table 12, (but nonetheless important), nearly half of the teacher and principal respondents felt that the lack of a unified vision within their schools was a problem, while one-quarter or less of teacher and principal respondents believed that lack of school leadership or an unsafe learning environment were barriers. In contrast, approximately one-third of superintendent and board member respondents believed there was a lack of school-based leadership. In addition, approximately 30% of teacher and board member respondents noted that the fear that SBDM giving too much power to the principals was an issue.

Table 12: *School-Level* Barriers to Restructuring (% noting item as "somewhat" or "very much" a barrier)	Teachers n = 481	Principals/ Asstt. n = 20	Supts. n = 14	Local Board n = 20
Lack of time	92	95	93	85
Lack of financial incentives for teachers	88	78	86	75
Lack of adequate discretionary funds	81	95	79	74
Lack of parent knowledge/education	80	80	62	65
Limited "real" budget decision-making authority	78	68	50	47
Parent apathy	71	75	57	60
Restrictive class schedules	65	55	---	---
Student mobility	58	65	57	42
Limited access to business partnerships	55	74	71	58
Limited school-based knowledge of federal laws	52	85	79	58
Limited school-based knowledge of state laws	52	80	70	50
Limited school-based knowledge of State Board rules	47	75	70	47
Limited school-based knowledge on formalizing SBDM procedures	46	50	71	42
Lack of unified vision within school	43	47	---	---
Limited school-based knowledge of performance-based assessments	41	30	57	32
Limited school-based knowledge of district policies/procedures	34	30	57	47
Limited school-based knowledge of non-traditional instructional practices	33	37	43	20
Unsafe learning environment for students	27	20	23	5
Teacher's fear that SBDM gives too much power to principal	26	11	7	32
Lack of leadership by principal/superintendent	18	0	36	26

Open-ended Responses to Barrier Issues

Survey respondents were encouraged to identify barriers to their restructuring efforts beyond those listed in the survey and many responses were received. The vast majority, however, were issues already included on the survey but which respondents wished to reemphasize. Table 13 summarizes the top ten additional barriers as offered by respondents.

Table 13: Additional Barriers – Top Ten Open-ended Responses
(ranked by response frequency)

# of responses

(70) **Need more time** (e.g., to plan restructuring activities, to hold SBDM meetings, to work with colleagues to solve problems)

(59) **Need more funding/equalized** (e.g., to fund programs, release time, and general school improvements; a few noted more money specifically for salaries)

(36) **Resistance to change** (e.g., tradition, fearful of change, unwillingness to get involved, no incentives to change)

(33) **Limited "real" site-based decision-making power** (e.g., district and board refusing to give up power, paying lip service to the issue)

(30) **Lack of training** of all teachers/stakeholders in essential restructuring topics

(18) **Too much school board power** (e.g., too many local mandates, board tries to keep all schools the same)

(17) **Too many state and local "non-educators" making decisions** (e.g., lack of knowledge about education and the real issues, not patient enough, too many mandates)

(16) **Lack of understanding/support from parents and community** (e.g., unwillingness to get involved, fear of change)

(10) **Class sizes too large**

(9) **Too many program "pieces"** (e.g., Carnegie Units, fragmented learning)

Proposed Solutions to Restructuring Barriers

The four stakeholder groups were asked to respond to a common set of "proposed solutions" regarding how helpful they believe these activities would be in advancing the restructuring process in their school and district. The list of solutions was based on contemporary ideas discussed by state and local policymakers as part of school reform, as well as ideas brought forward by personnel from the pilot schools. Table 14 identifies the percentage of respondents that indicated a given solution would be "very helpful" or "somewhat helpful" to their restructuring efforts. In addition to the proposed solutions listed on the survey, respondents were also asked to provide open-ended comments on other actions that state or local policymakers could undertake to advance school restructuring in Arizona.

Legislative/State Board Actions

- **The provision of supplemental state funding directly to schools (rather than to districts) was supported strongly by all four stakeholder groups; however, the requirement that a specific amount of districts' M&O budgets go directly to schools did not receive such uniform support** -- Table 14 shows that nearly 100% of all respondents believed that providing training monies directly to schools would advance their restructuring efforts. In addition, 100% of principal, 93% of teacher, 85% of superintendent, and 79% of board member respondents supported the idea of continuing school-based, not district-based, restructuring grant programs. In contrast, 35% of teacher and 45% if principal respondents believed that district-based, rather than school-based, restructuring grants would be helpful to them, whereas 86% of superintendent and 77% of board member respondents noted that these would be helpful. As another comparison, only 14% of superintendent and 28% of board member respondents supported the concept of the state requiring that a specific amount of a district's M&O budget go directly to each school site, whereas over 75% of teacher and principal respondents endorsed this idea as helpful.

- **Requiring board members to attend training sessions as a condition of being elected was viewed as a viable solution** -- Over 90% of teacher and principal respondents, and nearly 80% of superintendent and board member respondents believed that mandated school board member training as a requirement of maintaining the elected position was an important solution to consider, as depicted in Table 14. In addition, many individuals commented through their open-ended responses about the problems that were caused by the lack of knowledge and education among board members.

- **State support for training activities was viewed as vital** -- Table 14 illustrates that three "solutions" related to training ranked high on the list of solutions: the provision of additional training monies, the provision of state-sponsored staff development on core restructuring topics (e.g., SBDM), and the creation of regional restructuring support centers. School personnel have expressed throughout the project the importance of having some type of state-supported technical assistance.

- **Providing funding to create school-based social service centers was also viewed as an important solution** -- Over 80% of all stakeholder respondents believed that additional social service support for students and parents was an important issue. Comments were made that this would allow educators to concentrate on teaching and allow others who are trained specifically to work on social issues to do so at the school site. Often referred to as a "family resource center," this idea continues to surface as an integral component in building the infrastructure support needed to advance restructuring activities.

- **Charter schools were supported to varying degrees across stakeholder groups; however, the idea of allowing an outside appeal remains controversial** -- Many respondents believed that it would be beneficial for the state to create the opportunity for "charter schools" to be formed whereby a school could gain control over 100% of its funding and decisions. However, when asked which would be more helpful in promoting restructuring activities--the allowance of an outside appeal if a local board does not approve the charter *or* the provision that the local board was to have final authority--stakeholders were divided. Table 14 shows that 71% of teacher, 50% of the principal, none of the superintendent, and 21% of board member respondents believed that an outside appeal process would be more helpful. In contrast, 51% of teacher, 47% of principal, 36% of superintendent, and 70% of board member respondents felt that granting the final authority for approval to the board to be more beneficial.

- **Stakeholders' views remain divided on appropriate state policies to promote site-based decision-making (SBDM)** -- Table 14 shows that 71% of teacher, 45% of principal, 21% of board member, and 14% of superintendent respondents believed the state should mandate certain SBDM/decentralization activities since it is difficult for a district to voluntarily relinquish its centralized authority. In contrast, 66% of teacher, 60% of principal, 43% of superintendent, and 39% of board member respondents believed it would be helpful for the state to require districts to form a committee to investigate SBDM/decentralization, but not to mandate certain activities.

- **Expansion of career-ladder/performance-based pay programs was supported** -- Table 14 notes that 56% of teacher, 70% of principal, 71% of superintendent, and 84% of board member respondents believed the expansion of career-ladder type programs for all districts that wish to participate would be helpful. To date, each time the legislature has expanded the current career ladder program, more districts applied for participation than slots were available.

- **State intervention in non-performing districts was also supported by the majority of stakeholder respondents** -- Table 14 shows that over half of all respondents believed that it would be beneficial for the state to intervene in situations where districts were not showing continuous progress as it relates to student achievement (teachers, 63%; principals, 75%; superintendents, 57%; board members, 58%). This contradicts a commonly held belief that those involved in the educational system are not supportive of sanctions for non-performance.

- **The elimination of all state teacher certification requirements (except health and safety issues) was not viewed as a beneficial solution** -- Table 14 shows that less than one-third of all respondents believed that provisions to remove state certification requirements and allowing districts to establish their own would be of assistance when restructuring.

Governing Board Actions

- **Strong support existed among stakeholder group respondents for creating more diversity among schools within a given district** -- All three proposed governing board "solutions" (as listed on Table 14) would promote/allow differences among schools, which, for the most part, received significant support from all stakeholder group respondents. Information gathered for the Fall, 1992, *Barriers* report revealed that many personnel within the pilot schools found that it was very difficult to have their school be "different" than other schools in the district. Some boards worried about funding inequities created by the additional restructuring grant funding and subsequently provided supplemental district funds to non-pilot schools. Others noted that various items within the district-negotiated teacher agreements did not allow for differences. Data found in Table 14 reveal that the vast majority of stakeholder respondents (e.g., over 80%) support the notion of promoting diversity among schools within a district--with the exception that only 57% of superintendent respondents agreed that establishing a waiver process for district policies would be beneficial and only 60% of board member respondents supported the inclusion of items within negotiated teacher agreements that would allow for differences.

Table 14: Proposed Solutions (% noting item as **"somewhat"** or **"very"** helpful)	Teachers n = 481	Principals/ Assts. n = 20	Supts. n = 14	Local Board n = 20
Legislature / State Board Actions				
Provide additional $ for training directly to *schools*	97	100	93	94
Support, *school* not district-based, restructuring grants	93	100	85	79
Require local board members to training sessions	93	95	79	79
Provide additional $ for training to *districts*	92	95	100	95
Fund state-sponsored staff development on core restructuring topics	91	100	93	95
Fund regional restructuring support centers	89	100	100	89
Fund school-based social service support centers	86	90	86	80
Require specific amount of districts' M&O budget go directly to schools	84	75	14	28
Provide information on state board rule waiver process to schools	77	100	71	89
Allow "charter schools" (control over 100% of funds and decisions); if local board does not approve, allow *outside appeal*	71	50	0	21
Mandate certain SBDM/decentralization activities	71	45	14	21
Require districts to form committees to investigate SBDM, but *do not mandate* specific activities	66	60	43	39
State intervention in non-performing districts	63	75	57	58
Expand career ladder-type programs	56	70	71	84
Allow "charter schools," but grant *local board the final approval authority*	51	47	36	70
Support *district*, not school-based, restructuring grants	35	45	86	77
Eliminate all teacher certification requirements (except health and safety); allow district/school to set their own	16	30	29	11
Governing Board Actions				
Promote inclusion of items within negotiated teacher agreements that allow for differences among schools	89	100	71	60
Promote diversity among schools within district	84	90	86	94
Establish waiver process for district policies	82	84	57	72

Open-ended Responses to Proposed Solutions

Survey respondents were also encouraged to identify any "additional" actions beyond those listed in the survey that the state legislature, State Board of Education, or governing boards could undertake to advance restructuring in Arizona. Many responses were received, but the vast majority were issues that were already included on the survey. Table 15 summarizes the top ten additional barriers offered by respondents.

Table 15: Additional Solutions -- Top Ten Open-ended Responses
(ranked by response frequency)

# of responses	
(54)	**Additional and more equalized funding**
(25)	**Enact specific laws that promote decentralization/ SBDM** (i.e., it is necessary to limit the power of local boards)
(19)	**Provide state-supported training and technical assistance** for all stakeholder groups
(17)	**Continue school-based restructuring grants** (use these programs as demonstration sites)
(11)	**Ensure that more funding is provided directly to the school**
(10)	**Hold public forums/dialogues with teachers and other stakeholders** (e.g., need for more information sharing on state reform efforts)
(9)	**Increase teacher salaries** to compensate for additional responsibilities
(9)	**Support the development of alternative schools for students**
(9)	**Provide support for smaller class sizes**
(8)	**State policymakers should be supportive, not negative**

Open-ended Responses to Training Needs

The four stakeholder groups were also asked to list the type of training that they believed necessary to help them in their restructuring efforts. A variety of topics was suggested, with commonality existing across schools and stakeholder groups. Table 16 summarizes the top ten topics suggested by respondents.

Table 16: Restructuring Training Needs -- Top Ten Open-ended Responses
(ranked by response frequency)

# of responses	
(69)	**Site-based decision-making/Total quality management** (e.g., what it is, why use it, specific examples, not theory, how to form effective committees)
(39)	**Management/leadership issues** (e.g., how to develop budgets & deploy personnel, time management, how to use data to support change)
(35)	**Collaboration/consensus-building/conflict resolution/change process** within the school & within the district
(25)	**General school reform/restructuring information** (e.g., why do we need it, what is happening at state level and across the nation)
(22)	**Information on & visits to other restructuring sites** (e.g., need real-life restructuring models, best practices)
(20)	**Information on state laws and local policies** (e.g., how does the funding flow, how do we apply for waivers, local SBDM policies)
(19)	**Technology** (e.g., how to use the little we have)
(17)	**How to meet the unique needs of students** (e.g., at-risk, gifted, LEP, special education inclusion)
(15)	**Authentic assessment issues** (e.g., how to align curriculum to the Arizona Student Assessment Program (ASAP) elements, how to develop portfolios)
(15)	**How to integrate curriculum across subjects**

POLICY OBSERVATIONS AND RECOMMENDATIONS

There continues to be great debate on how restructuring and decentralization in Arizona can best be promoted and supported, with discussions focusing on site-based decision-making, district versus school-based authority, charter schools, and of course, funding. This report does *not* contain all the answers but does include information on a variety of restructuring-related topics for consideration by state and local policymakers. These insights and recommendations are derived from the data gathered during the past three years from Morrison Institute's work with school-based personnel on implementing restructuring activities and with state policymakers on developing appropriate reform policies.

It is important to note once again that this report is <u>not</u> intended to provide "evaluation results" from the pilot project as this was the responsibility of personnel from the Institute for Educational Research and Evaluation Studies at ASU West. Morrison Institute's role instead was to provide direct technical assistance to schools involved in the pilot and to offer policy-based information to the legislature on restructuring issues. It is within this context that the following observations and recommendations are offered for review.

School versus District-based Focus; Decentralization Issues

A basic principle of the *Arizona School Restructuring Pilot Project* was that *schools*, rather than *districts*, were the focus, with grant funding going to schools with little district interference. The notion is that real change must directly involve teachers, students, parents, and administrators within a given school; these individuals are the closest to the actual act of teaching--the primary means by which to improve educational outcomes--and that more authority must be granted to them. In the same light, district office personnel and school board members are viewed as too far removed from this process, adding rules, regulations, and layers that may not be necessary. This perception has driven not only the structure of the pilot restructuring project but many other recent decentralization reform proposals that suggest district offices and board members should play a limited role or none at all. The following recommendations are derived from lessons learned through the pilot project in reference to its school-based focus.

1. **Ensure that more discretionary funding is available at the school-level since additional funding and control over such funding are believed to be responsible for many changes occurring within the pilot schools.**

Restructuring activities occurred in these schools that may not have otherwise (or would have taken longer to happen) without the impetus of state grant funds. Many of these activities are highlighted in Table 2 and include positive items such as the active solicitation of parent/community involvement, more staff development opportunities, additional remediation/enrichment opportunities for students, and a broader use of technology. Stakeholders also believed that these activities resulted in positive outcomes (as shown on Table 3) whereby a majority of teachers and principals felt that the school "definitely" was able to become more of a risk-taker and enhanced collaboration among teachers occurred. Increased parental involvement, teacher morale, student outcomes, and higher standards for all students were also perceived as definitely occurring by one-quarter or more of the school personnel.

Many school personnel within the pilots attributed these activities and outcomes to the increased amount of funding that they had available for their school. The pilot funding allowed additional/new services to be provided, and encouraged the development of site-based decision-making councils--since in most cases, these groups had more money with which to make and implement decisions.

The question is *how* to ensure that more discretionary funding is placed under the control of school personnel. When asked which they would find to be more beneficial--school-based *or* district-based grants--93% of teacher and 100% of principal respondents chose the school-based approach (compared to 35% of teacher and 45% of principal respondents choosing district-based; see Table 14). Superintendent and local board member respondents almost evenly supported both methods. However, unless the current fiscal and political climate changes to allow new dollars to be provided for school-based grants, the primary alternative involves carving out a portion of district-based funding and providing that directly to schools. Exactly how, and how much, is beyond the scope of this report. The key point, however, is that teachers and principals in this pilot project believe it is a worthy goal for state policymakers to pursue.

2. **Enact state actions to ensure site-based decision-making teams have more than just an advisory role for those teams ready to take on this responsibility.**

Much discussion has occurred over the past years in reference to mandated versus voluntary decentralization. At one point, legislative proposals in Arizona focused on requiring all districts to have SBDM councils and granting these councils broad powers. Significant outcry ensued, particularly since no additional training support was to be provided by the state. In addition, many districts had already begun to implement SBDM councils in their schools and have indicated that a great deal of decision-making authority is being granted, perhaps as much as school-based personnel currently are ready for or want.

However, survey data from key stakeholder respondents within the restructuring pilots paint a different picture. Although every school has some form of SBDM council in place, 78% of teacher and 68% of principal respondents believed that they have limited budget decision-making authority and that this is a barrier to their restructuring efforts. Nearly half of the superintendent and board member respondents agreed that this was a problem. In addition, 38% of teacher, 42% of principal, and 36% of superintendent respondents state that the desire of their governing board to keep SBDM councils advisory was a barrier.

Stakeholders' views of possible solutions for dealing with this barrier remain divided. Over 70% of teacher and 45% of principal survey respondents believed it would be helpful for the state to mandate certain SBDM/decentralization activities since it is difficult for a district to voluntarily relinquish its centralized authority (21% of board member and 14% of superintendent respondents also agreed). The difficulty is determining what these "certain" activities should be. The lesson learned is that the level of satisfaction with SBDM activities that policymakers often hear exists in schools does not parallel the information obtained from stakeholder respondents in the pilot project. Change is never easy; some state action is warranted to support school personnel who believe greater decision-making authority is necessary for restructuring.

3. **Require district and governing board buy-in as well as on-going training and communication among all stakeholder groups as part of any future school-based grants (unless schools become completely autonomous).**

Although the initial grant submission to the Joint Legislative Committee required district and governing board sign-off as a show of support, many pilot schools ran into difficulties as they attempted to restructure in reference to formal and informal district policies. Restructuring implies doing things differently and the end result means that one school in a district may not look like the rest. Yet, the requirement for all schools within a given district to conform to a "uniform" set of operating procedures was identified by nearly one-half of teacher, principal, and superintendent respondents within these pilot projects as a barrier to their restructuring efforts. Many pilot schools were still required to use district-wide textbooks; others were locked into class size restrictions and specifications regarding the maximum number of meetings per month and the length of a teacher's workday. It was also noted that it was difficult to convince board members of the value of new methods.

Any future state-funded, school-based restructuring initiatives in which the school remains a legal entity of a district must require on-going commitment and support from board members, including the ability to receive waivers from district policies determined to be barriers. It is strongly encouraged that members from all stakeholder groups be part of the initial application process to increase understanding of how various roles will need to change (especially related to SBDM issues). On-going meetings/training sessions are also essential.

4. **Allow entities other than local governing boards to sponsor charter schools if such legislation is established in Arizona.**

As envisioned (and enacted in other states), charter schools offer a process by which completely autonomous public schools can be created. Viewed as a departure from the standard format currently used to create and run public schools, charter schools are being promoted around the country as a means of integrating many of the restructuring ideas that heretofore have met with resistance (e.g., creating choices, full decentralization, and accountability). As part of a charter school structure, educators within existing public or private schools, parents, or other members of the community develop a proposal describing how they would operate a school and what specific outcomes they would achieve. Local school boards or other county/state entities are authorized to grant a "charter" to this group (i.e., sponsor) and to hold them responsible. Once granted a charter, such a school receives 100% of their funding and is legally autonomous. Of issue is whether some entity other than the school's local governing board can serve as a

sponsor, or at a minimum, should an appeal process be built in if the local board rejects the application without valid reasons.

When asked the question as to which approach would be more helpful in their restructuring efforts--charter schools with an appeal process available *or* charter schools with the local board as final authority--71% of teacher and 50% of principal respondents noted the appeal process approach to be more beneficial compared to 51% of teacher and 47% of principal respondents choosing the board as final authority (superintendent and governing board respondents strongly favored the board as the final authority). Given the strong preference of the teacher respondents and the history of this issue in other states (Minnesota found that the lack of an outside appeal process hampered its efforts), it is recommended that Arizona policymakers include the ability for schools to seek charter school status from an entity other than their board--either directly or through an appeal process.[1]

Training Issues

If policymakers want systemic change, there is a legitimate need to adequately train the players in this process. Teachers, principals, superintendents, governing board members, and parents involved in restructuring activities are all being asked engage in activities quite different than past practice. As a group, they are being asked to define much higher outcome standards and to reconfigure the practice of schooling to ensure that all students can achieve these standards. As individuals, teachers are being asked to integrate curriculum, take on site-based management responsibilities, deal with social problems, and teach more information to more students. Principals are being asked to act like the CEO of their school, but often without appropriate authority and compensation. Superintendents are also being held responsible for higher outcomes, yet are being told to give up much of their authority. Board members are being asked to quit micro-managing, relinquish authority, and focus on broader policy issues. Finally, parents are being asked to play a much larger role in their children's education, and to understand and trust schools while substantial changes are made that look quite different than the norm. Most will agree that these types of activities are important for serious change to occur, but extensive training will be necessary.

A key question must be addressed: What can be learned from the pilot project regarding steps the state could take to help support restructuring training efforts? The following recommendations are offered:

5. **Direct the Department of Education to use a portion of the funding allocated for the current pilot restructuring project as "seed money" to establish regional training and technical assistance support centers for all interested schools/districts.**

On average, 90% or more of survey respondents believed that the provision of such training support would benefit them in their restructuring activities. Regional support centers (approximately 3-5 throughout the state with at least one trainer per site) could be places were stakeholders access the latest research, laws, and state board rules in addition to networking among themselves. These centers could be established within existing schools/districts that agree to house such a center, in county school offices, or at universities/community colleges. Another key role of these centers would be to offer "train the trainers" sessions to stakeholders regarding core restructuring topics. These topics could include items as identified by survey respondents in Table 16 (e.g., SBDM, management, consensus-building, technology, ASAP), as well as others. Indeed, this approach has been used in other states such as Kentucky which downsized its state department and established regional centers as part of its 1990 reform education act.

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[1] Note: Additional information on this topic is available through another Morrison Institute report entitled *Charter School Update. Expansion of a Viable Reform Initiative*, October 1993.

The establishment of these centers/training activities could be accomplished with approximately $200,000 - $300,000, which could be reallocated from the current pilot restructuring project (note: $100,000 is already designated for evaluation and technical assistance). After these support centers are established, they could become self-sustaining--if indeed they were providing a valued service. Districts currently spend a great deal on staff development activities, but frequently run into quality control issues and excessive costs. If highly qualified trainers could be identified and made available through state efforts, districts could contract to have such services provided to them. A great deal of time and money is wasted having over 200 districts and 1000 schools identify good quality trainers. If the centers were deemed not to be of value, then they would go out of business.

6. **Require school board members to receive training/information on certain core restructuring issues as a condition of serving in office.**

Suggested by over 90% of teacher and principal survey respondents and nearly 80% of superintendent and board member respondents involved in the pilot projects, this idea may be one whose time has come. Indeed, this topic was recently debated within the Arizona School Boards Association Journal (Summer 1993) where it was noted that doctors, lawyers, accountants, and most other professionals have yearly mandatory continuing education requirements in order to keep current. The article posed the question: Why can't this be expected of school board members? It was also noted that this type of requirement does exist in other states. The counter-argument is that the state should not force training on people who have volunteered for a non-paying position.

Overall, although the state is trying to move away from additional mandates, it may be wise to consider a training requirement given that the lack of knowledge/education of board members was identified by school-based personnel in the pilot project as the second leading local board/district-level barrier to their restructuring efforts. This mandate seems more reasonable if the state can ensure that quality training on core issues can be made available at a reasonable cost through the regional trainers/support centers as described above.

7. **Modify current State Board of Education rules regarding the number of upper-division university credits necessary to obtain a standard teaching certificate; allow similar credit for school-based restructuring/leadership activities.**

Educators are one of the most highly educated professionals in our country (i.e., masters and doctorate degrees), yet much of this training is isolated from their professional work environment. These high levels of education are driven to a large degree by salary requirements and by state certification provisions that require a certain number of university credits to obtain and/or renew a standard teaching certificate. Information obtained from pilot school participants suggests that if some of the time spent taking required graduate-level courses could be redirected toward school-based leadership activities and if these activities could also count toward certification and salary requirements, then restructuring would be easier to achieve. For example, site-based decision-making is a time consuming process, as is developing and implementing systemic reform activities. However, lack of time was rated by all stakeholder respondents involved in the pilot project as the number one barrier to restructuring. Creative steps must be taken to mitigate this barrier to some degree.

The Arizona State Board of Education has already taken steps in this direction, whereby a small number of credits earned as part of ADE approved district inservice programs can count toward the obtainment of a standard certificate. In addition, recent changes now allow renewal of the standard certificate (required every six years) to be accomplished through ADE approved professional growth programs that would allow "activities within a school designed for professional growth." Unfortunately, the focus is still on more traditional *training* activities, not *leadership* responsibilities. In an era where restructuring the way schools operate will clearly be a high priority, decisionmakers should create appropriate certification

options so that teachers can choose the continuing education plan that best meets their needs and that of their school.

Rewards & Sanctions

Viewed as an important part of any systemic change process in which long-standing traditions must be modified, more "positive and negative pressures" need to be provided for school personnel in Arizona. The restructuring pilot grant project is an example of a positive pressure in that schools received additional funding, but an external evaluation was required. Stakeholder group respondents within the pilot projects also believed other state-level policies that apply this type of pressure would be important supports for their restructuring efforts, as noted below.

8. Establish a system of "rewards and sanctions" that include state intervention in non-performing districts.

Arizona has taken several important steps toward the creation of statewide systemic reform efforts in reference to the teaching and learning process. Namely, the development of the state essential skills and performance-based assessments aligned to these skills (i.e., the Arizona Student Assessment Program) places Arizona ahead of the curve. However, several pieces are still missing. Training and retraining support (already discussed to some degree) are still necessary as is a way to reward and/or sanction organizations based upon the outcomes of ASAP assessments. Many note that this cannot be done fairly; however, evidence from other states indicates that, although not easy, it can be done.

Many states have enacted statutes allowing the state to "take over" non-performing districts, but this is often focused on mismanagement of funds. Other states, namely Kentucky, have also focused on establishing positive and negative pressures in reference to expected outcome data. In Kentucky, schools and districts are eligible to receive significant financial rewards if they exceed the student outcome expectations established for them (based upon their initial baseline data), while state interventions (e.g., requiring improvement plans, placing a master teacher in the school, taking power away from local boards) can occur if continuous progress is not made.

Data from survey respondents reveal that the majority of each stakeholder group respondents believed that state intervention in non-performance districts would be beneficial in their restructuring efforts (teachers, 63%; principals, 75%; superintendents, 57%; board members, 58%). Within Arizona, several attempts have been made in the legislature to establish state recognition/takeover options, but financial rewards were not an integral part of the debate. It is recommended that this be tried again, especially since Arizona has the first two important pieces in place--standards and authentic assessments.

9. Expand career-ladder/performance-based pay programs as a means to support restructuring.

Views from within the pilot project reveal that the vast majority of respondents (teachers, 56%; principals, 70%; superintendents, 71%; board members, 84%) believed that the expansion of career-ladder type programs would benefit their restructuring activities. Such programs offer both positive and negative pressures in that it bases teachers' salaries on their performance--including measures of student outcomes--and rewards them accordingly. Although Arizona's current career ladder program requires a significant financial investment on behalf of the state, it appears that many view this type of program as a support for their restructuring efforts. Indeed, every time the legislature has authorized additional slots, more districts have applied than could be accepted. The expansion of this program should be considered as part of any comprehensive education reform package.

Other State Support

10. Develop a plan for the implementation of school-based social service support centers across the state as a means to support restructuring.

Most education reform leaders now realize the need to help schools deal with the growing social service needs of their students. There is also a realization that bringing such services to the school or, at minimum, having someone at the school site who can broker services for families, is viable. These activities are often housed at or near the school in entities called "family resource centers."

Over 80% of the survey respondents believed that school-based social service support centers would be beneficial to their restructuring efforts. Indeed, three of the 14 pilot schools used a portion of their grant funds to hire a school-based social worker and/or establish a family resource center. Related efforts, such as the DES office located on the campus of Murphy Elementary District, are also occurring. In spite of increasing recognition of the value of such approaches, there still is no state plan for ensuring that these services are available to all students and families. As part of this plan, there needs to be a determination of how much more can be done with existing resources and what resources will be needed to implement statewide.

11. Improve information flow between district/school-based personnel and the state, especially through the use of technology.

To date, "paper" sent from the state to district offices has been the key mode of communication (although direct correspondence to principals is being used to a large extent by the Department of Education as well as a growing use of satellite broadcasts). However, because of constant changes in state and federal policies, it is still very difficult for school (and to a lessor degree, district) personnel to keep up. Not only do school personnel have limited access to state-level knowledge, but it is very difficult for state policymakers to get an accurate reading on what is happening in various schools and districts. An expanded use of telecommunications technology could overcome these problems.

Arizona lags behind many other states in the development of electronic systems that allow information to flow from the state to schools/districts and back. Many states have made significant investments in establishing such a "highway," to the point where some state legislators are able to send out a request over their e-mail system to all superintendents regarding their views on a given bill and receive feedback from across the state in a few days. Information regarding proposed legislation is also distributed by legislative staff via these systems, whereas in Arizona such information is distributed primarily by various education organizations to their members. This inability to communicate directly with all stakeholders has greatly hampered education efforts in the past. Arizona's education e-mail system, *Ed Link*, operated by the Department of Education, is continuing to grow--but is seriously hampered by a lack of financial support.

Similarly, the inability of school-based personnel to gain knowledge about current state laws/rules was a barrier to restructuring in the pilot projects. The Fall, 1992, *Barriers* report revealed many "perceived" barriers whereby school personnel simply did not know that their understanding of certain state laws (e.g., minimum number of minutes per subject per day) was incorrect. Expanded support for enhanced technology communications systems to and from schools is worthy of consideration.

CONCLUDING COMMENTS

For many, the term *restructuring* has become the latest buzz word in the drama of school reform. If 20 different people were asked to define this word, 20 very different responses would be received. To the school-based personnel in the state pilot restructuring project, it meant the chance to receive and control additional funding, to implement new programs/supports, and, to some degree, a license to become a risk-taker. As a result, many participants indicated that positive changes and student outcomes had occurred. Many barriers, however, were encountered. Some resided at the state level (e.g., lack of funding for training, need for more social service support), but many resided at the district-level where the notion of "uniformity" among all schools in a district and the limited decision-making power granted to SBDM teams were perceived as significant barriers.

This report has discussed these and other barriers in detail and offered a host of policy-based solutions for consideration by state policymakers. Although one cannot generalize the perceptual findings presented in this report to all schools within Arizona (due to relatively small numbers), policymakers can use this information to get a "pulse" on various restructuring sentiments. For example, some information in this report contradicts the perceived norm (e.g., not all educators are resistant to change; not all SBDM teams are satisfied with their current level of decision-making authority). As efforts toward systemic school reform continue, policymakers are encouraged to gather such information from much larger, more representative, numbers of key stakeholder groups. One should not assume that leaders of various state education organizations automatically speak for the masses, especially for the large number of stakeholders who are not members.

Although the initial restructuring legislation appeared to have all the right words--six specific outcome goals and an external evaluation mandate--it was too lax in the setting of state standards/expectations of progress toward these goals. Its vague definition of restructuring allowed schools to implement a number of activities that may or may not be "restructuring" (e.g., technology, parental involvement, staff development). While each of these activities is an important piece of restructuring, they do not represent systemic reform. In addition, since there were such disparate activities occurring across schools, there was little cohesion to the project and limited evaluation on how various individual activities were working compared to others (e.g., no specific evaluation of year-round school activities versus SBDM, etc.). To that end, if a decision is made to extend and/or modify the pilot restructuring project, it is suggested that enhanced accountability measures be added and that targeted restructuring efforts such as year-round schools, charter schools, or SBDM with substantial decision-making efforts become the focus of the grants. These types of activities in and of themselves are not considered systemic restructuring, but a more structured focus would allow evaluation efforts to determine specifically how these activities impact student outcomes.

Finally, a primary lesson learned from the pilot project is that systemic restructuring is complex, ill-defined, and will not happen overnight. The project also revealed that there are many teachers, principals, superintendents, and governing board members willing to tackle the difficult issues associated with restructuring. In addition, there is an important role for the state to play--one that involves the building of an *infrastructure of support* that schools and districts can call upon (e.g., regional support centers; school-based social services; means for more school-based decision-making authority for those ready; rewards and sanctions). Each of these was perceived as a necessary support to mitigate many of the barriers encountered by pilot participants and ultimately to support the overall school of restructuring--enhanced student outcomes.

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APPENDIX A

Restructuring Pilot Project
List of Schools and Funding Summary
1990-1994

ARIZONA SCHOOL RESTRUCTURING PILOT PROJECT

Matrix of Restructuring Schools' Emphasis*

Restructuring Pilot Sites Elementary	engaged in SBDM	formalizing SBDM	utilizing technology	portfolio assessment	integrating curriculum	dev. appropriate practices	extended day/ summer programs	parent/comm. invol./instr.	social workers	self-esteem program	staff development	multi-age classrooms	cross-age tutoring	developing CRT assessments	YRE	community service
CARMINATI Tempe Elementary	•	•	•	•				•			•					
C.J. JORGENSEN Roosevelt	•		•													
DEL RIO Chino Valley	•	•	•	•				•			•					
GILBERT Gilbert	•		•	•	•	•		•	•	•	•	•	•			
KYRENE DEL SURENO Kyrene	•	•	•	•							•	•				
LAGUNA Flowing Wells	•						•	•	•		•	•	•			
LITCHFIELD Litchfield	•	•	•	•				•			•					
PALMCROFT Yuma	•	•					•					•			•	
PAPAGO Creighton	•		•		•	•		•	•		•	•				
RANCHO VIEJO Crane	•				•		•								•	
WESTWOOD Alhambra	•	•	•					•			•					
TOTALS	11/11	6/11	8/11	5/11	3/11	2/11	3/11	7/11	3/11	1/11	8/11	5/11	2/11	0/11	2/11	0/11
GLENDALE H.S Glendale	•		•		•		•	•		•						•
MTN. VIEW H.S. Marana	•		•		•			•			•					
SAFFORD H.S. Safford	•	•	•								•			•		
UNIVERSITY H.S. Tucson	•	•	•				•	•								
TOTALS	4/4	2/4	4/4	0/4	2/4	0/4	2/4	3/4	0/4	1/4	2/4	0/4	0/4	1/4	0/4	1/4

*Matrix summarizes the major activities/programs undertaken by each pilot site as a result of the Restructuring grant.

Morrison Institute
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APPENDIX B

Matrix & Descriptions of Restructuring Schools' Emphasis

ARIZONA SCHOOL RESTRUCTURING PILOT PROJECT

List of Schools and Funding Summary

Initial funding for FY 1990/91 was determined by size of the school. For FY 1991/92, funding amounts were doubled, with a five percent increase occurring for each of the remaining two years of the project.

School/District	1990-91	1991-92	1992-93	1993-94
Carminati Elementary School Tempe Elementary S.D.	$ 7,500	$15,000	$15,750	$16,536
C.J. Jorgensen Elementary Roosevelt Elementary S.D.	25,000	50,000	52,500	55,125
Del Rio Elementary Chino Valley Unified S.D.	25,000	50,000	52,500	55,125
Gilbert Elementary Gilbert Unified S.D.	25,000	50,000	52,500	55,125
Glendale High School Glendale Union High S.D.	40,000	80,000	84,000	88,200
Kyrene del Sureno Elementary Kyrene Elementary S.D.	25,000	50,000	52,500	55,125
Laguna Elementary Flowing Wells Elementary S.D.	20,000	40,000	42,000	44,100
Litchfield Elementary Litchfield Elementary S.D.	30,000	60,000	63,000	66,150
Mountain View High School Marana Unified S.D.	40,000	80,000	84,000	88,200
Palmcroft Elementary Yuma Elementary S.D.	25,000	50,000	52,500	55,125
Papago Elementary Creighton Elementary S.D.	35,000	70,000	73,500	77,175
Rancho Viejo Elementary Crane Elementary S.D.	40,000	80,000	84,000	88,200
Safford High School Safford Unified S.D.	30,000	60,000	63,000	66,150
University High School Tucson Unified S.D.	25,000	50,000	52,500	55,125
Westwood Elementary Alhambra Elementary S.D.	25,000	50,000	52,500	55,125
TOTALS	**$417,500**	**$835,000**	**$876,750**	**$920,586**

General Description of Restructuring Schools' Emphasis

Elementary School Participants

Carminati Elementary ($15,000)—One of 26 schools in the Tempe Elementary School District, Carminati is a small K-5 school serving a student body of just under 400 with a mobility rate of approximately 30%. School-based initiatives focus on four key areas: 1) **leadership development** and team building; 2) **staff development** on integrating technology in curriculum, instruction, and assessment; 3) active **family and community involvement** in classrooms; and 4) the use of **strategic planning** by school improvement planning teams to develop five year action plans that focus on the six restructuring goals.

C.J. Jorgensen Elementary ($50,000)—One of 18 schools in the Roosevelt Elementary School District in south Phoenix, C.J. Jorgensen has an ethnically diverse K-8 student population of approximately 800. The community is predominately below the poverty level with 85% of its students receiving free or reduced lunch. The primary focus of Jorgensen's restructuring effort centers on utilizing **technology** in the following ways: a "homework hotline" allows teachers to leave voice messages for parents and students; whole language instruction is reinforced with videos; a video library houses staff development tapes; and educational television programs are available for after school programs involving students from grades 1-8 in multi-age group "family units." A proposed initiative for FY 1992/93 includes **Saturday morning tutoring sessions** for at-risk students.

Del Rio Elementary ($50,000)—One of three schools in the Chino Valley Unified School District, Del Rio has a school population exceeding 800 K-5 students. Located just east of Prescott in a rural community, Del Rio has 40% of its students receiving free or reduced lunch and a mobility rate of 33%. The school's SBDM team—using long range strategic planning—focuses almost exclusively on the use of **technology** (e.g., computer lab; own in-house television station) to develop a new educational delivery system. To this end, faculty use computer assisted programs to evaluate students' progress on mastery learning objectives; monitor student achievement; provide Spanish programs for first and second grades; develop thematic units about Arizona on video; and provide "Rent a Reader" programs for classroom and Chapter 1 programs. A minor focus has **portfolios** being used by approximately one-third of the teachers to assess student achievement in written language, organizational skills, mathematics, reading comprehension, literature, and creativity.

Gilbert Elementary ($50,000)—Located in the Gilbert Unified School District, Gilbert has experienced a growth rate of 27% from 1990-92; enrollment for K-6 currently exceeds 850. Its central downtown location in Gilbert causes it to have the most ethnically diverse student population of any of the district's 10 elementary schools, with 32% of the school's population receiving free or reduced lunch. The following four initiatives describe Gilbert's restructuring efforts. First, **parents and community members** are solicited for their involvement in the school's daily activities. Second, **staff development** focuses on curriculum, instruction, and assessment so that the faculty are better able to service special education students in regular classrooms, thereby eliminating the need to pull students out for specialized instruction. Third, a **social worker** focuses on excessive absences, discipline referrals, and a peer mediation program. Fourth, **multi-age primary classes** are being implemented in FY 1992/93.

Kyrene del Sureno Elementary ($50,000)—One of 14 schools in the Kyrene Elementary School District, Sureno has experienced a 5-year annual enrollment increase of 15%. Located in a suburban community of south Tempe, Sureno serves an ethnically and linguistically diverse K-5 student population of just over 900 students, 19% of whom receive free or reduced lunch. Restructuring efforts focus on four key areas. One area has faculty receiving **technical training** in such topics as technology, cooperative learning, decision making, literature studies, the Chicago math series, and behavior management strategies. A second area focuses on the use of **portfolios** to establish a cumulative representation of work samples indicative of students' work in math, reading, and written communication. The third area centers on the grouping of students in **multi-age classrooms**, while a fourth area concentrates on the **multiple year placements** of students in flexible groupings.

Laguna Elementary ($40,000)—Located in the Flowing Wells Unified School District (Tucson), Laguna Elementary services a middle to low socioeconomic population with approximately 500 K-5 students. In addition to having a 35% mobility rate, 64% of the students receive free or reduced

meals. One of eight schools in the district, the "Laguna community" has been identified as having one of the highest incidences of domestic violence and child abuse in Pima County. Four initiatives are emphasized. First, a **Family Resource Center**, housed on the school's campus, provides a variety of services to parents (e.g., food, rent, medical services, crisis counseling). Second, **Parent Academies** provide training and instruction in family math, literacy training, and gang information programs. Third, structured **after-school enrichment** opportunities are offered for all interested students. Fourth, **cross-age tutoring** and **multi-age grouping** of students are also occurring.

Litchfield Elementary ($60,000)—The small, stable community of Litchfield Park—home to Litchfield Elementary, one of three schools in the Litchfield Elementary School district—is a K-5 school with over 525 students. The key restructuring principle central to Litchfield's curriculum, instruction, and assessment effort is **"learning by doing"**—especially as they relate to **science and technology**. Efforts are aimed at improving the academic performance of all students by focusing on hands-on science kits, manipulatives, and multi-media equipment; satellite and telecommunications technology; students becoming the directors of their own learning; and portfolios to assess student performance.

Papago Elementary ($70,000)—One of seven inner-city schools in the Creighton Elementary School District, Papago is a K-6 school serving approximately 970 ethnically diverse students. Located in central Phoenix, Papago has 93% of its students receiving free or reduced lunch. Families demonstrate a high degree of mobility and low degree of family involvement in the education process of their children. As a result, Papago's SBDM team's efforts center on two initiatives. First, a **social worker** addresses student absenteeism, vandalism, and low self-esteem. A second initiative focuses on assessing instructional practices in the early grades so that young children are exposed to **developmentally appropriate curriculum and instruction**.

Palmcroft Elementary ($50,000)—One of 14 schools in the Yuma School District, Palmcroft serves an ethnically diverse K-5 student body of approximately 720 students. Restructuring activities focus on three major areas. First, Palmcroft's SBDM team successfully negotiated with its district to move from an agrarian calendar to **year round education (YRE)** in FY 1991/92. This alternative calendar provides for 176 days of instruction, which includes approximately 45 days of continuous instruction followed by 15 days of intersession. Second—in conjunction with YRE—these **intersessions** use multi-age/non-graded methods to instruct students and develop skills. Classes are also provided for English as a Second Language (ESL) and migrant students. Third, **multi-age, self-contained**, and **ESL classes** have been established for FY 1992/93.

Rancho Viejo Elementary ($80,000)—One of five elementary schools in the Crane Elementary School District near Yuma, Rancho Viejo enrolls over 1,200 ethnically and linguistically diverse students in grades K-6. For the past five years, school enrollment has increased by 7-11% annually, with 89% of the students receiving free or reduced lunch and 30% being migrant. Rancho Viejo's primary effort in FY 1991/92 focused on planning for the district-wide mandate to offer parents and faculty a choice between the traditional agrarian calendar and alternative **year round education (YRE)** beginning in Fall 1992. Rancho Viejo adopted the same "45-15" day schedule as Palmcroft, although beginning school dates differ. In addition, the school provides daily educational opportunities for students from 7:30 AM to 5:00 PM. A secondary effort has teachers focusing on **integrating cooperative learning and thematic instruction** into the current instructional strategies.

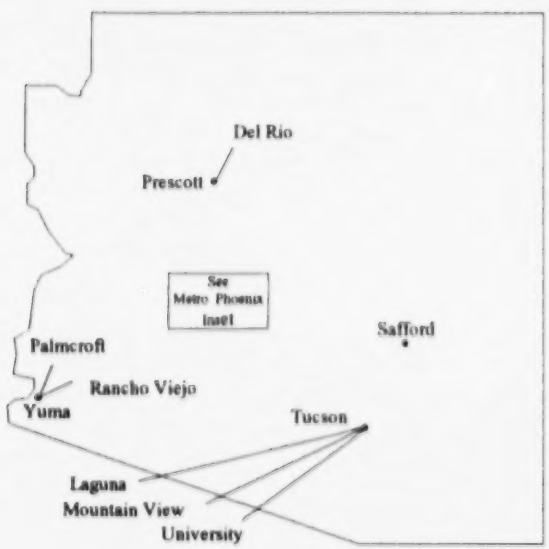
Westwood Elementary ($50,000)—One of 10 schools in the Alhambra Elementary School District of Central Phoenix, Westwood is a K-3 school serving 800 ethnically and linguistically diverse students. Approximately 83% of the students receive free or reduced lunch, and the mobility rate is 44%. Westwood's primary strategy for restructuring utilizes **technology** in promoting individual instruction and specific skill development. This has prompted a secondary strategy promoting **staff development** in computer literacy. A third strategy is designed to change the governance of the school from centralized authority to **shared decision making**, resulting in a Westwood Parent Advisory Committee.

High School Participants

Glendale High ($80,000)—Serving an ethnically and linguistically diverse student population of nearly 1,060 in grades 9-12, Glendale High is the oldest of nine schools in the Glendale Union High School District. Glendale High's restructuring efforts focus on four predominant initiatives. The first initiative involves the development of a three year plan to **integrate the curriculum** in English, science, and social studies at all grade levels, while aligning

integrated activities with the Arizona Student Assessment Program. This is facilitated by integrating the use of computers and interdisciplinary projects. A second initiative established a **"Parent Planning Committee"** representing all four grade levels; it has two main functions: 1) implementing programs and strategies to increase parental participation (e.g., coordinate computer training programs for community members through Glendale City Parks; make home visits); and 2) representing the community in school planning (e.g., providing support for students making the transition from junior high to high school). A third initiative is **"CHAMPS II,"** a proactive program seeking to build positive student climate through the training and use of positive peer role models. A fourth initiative, **SOS—Students Out Serving**—is a program developed to encourage students to serve a minimum of 35 hours of community service prior to graduation.

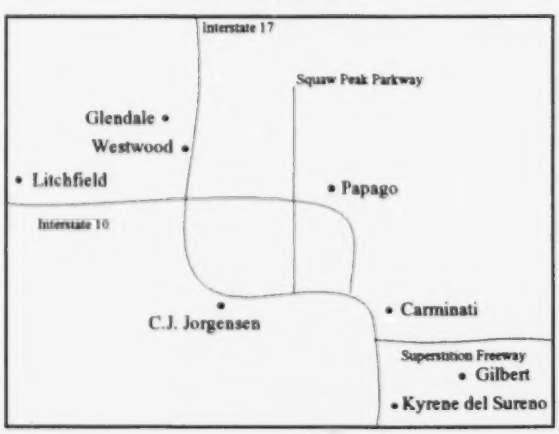
Mountain View High ($80,000)—Located in northwest Tucson, Mountain View is one of twelve schools in the Marana Unified School District. The school's seven year history shows current enrollment to be at nearly 1,560 students. Restructuring efforts focus on two main areas; first, a **Basic Skills Lab** has been established for remediation of basic skills, group instruction, and independent study. In addition, remedial reading, ESL, and learning disabled students also use the lab to work on specific skill development. Second, **core curricula** were recently adopted for implementation by the faculty in reading and writing, with communications coming on-line in FY 1993/94. A major focus has been on **integrating curricula** across two or more subject areas.



Safford High ($60,000)—Serving over 800 students in grades 9-12, Safford High is the only secondary institution in the Safford Unified School District. Initial restructuring efforts in the area of governance (i.e., SBDM) has resulted in Safford's **SBDM model** being adopted by the other two school sites in the district; it has also resulted in the establishment of a District Lead Team charged with the responsibility of leading the district in its own restructuring effort. Safford's SBDM team is currently focused on curriculum development; selection of instructional resources and texts; scheduling of classes; budget utilization; staff in-service; and personnel selection. Future priorities for Safford's SBDM team include the alignment of outcomes; the development of content areas' scopes and sequences; the establishment of common planning periods; and YRE, as indicated by the current two-day remedial intersession each quarter.

University High ($50,000)—This school's origin is unique to the Tucson Unified School District's 102 schools in that it opened in 1976 with the name "Special Projects High School." As a special-functioning high school, it offers advanced study in academic areas for 676 students. Student eligibility for admission to University High is based on a combination of GPA and performance on a series of tests, with students admitted equitably from each of the district's high school attendance areas. **SBDM** is the primary vehicle by which University High's restructuring needs are identified. Students, parents, teachers, and administrators are selected by their respective peer groups to serve on an executive committee which examines and makes decisions regarding the three components of SBDM—budget, curriculum, and personnel.

Metro Phoenix Inset



APPENDIX C

School-by-School Teacher Survey Responses

Table 1
RESTRUCTURING BELIEFS

(% of Teachers who agree or strongly agree)

	CARMINATI Tempe Elem.	CJ JORGENSEN Roosevelt	DEL RIO Chino Valley	GILBERT Gilbert	KYRENE DEL SURENO Kyrene	LAGUNA Flowing Wells	LITCHFIELD Litchfield	PALMCROFT Yuma	PAPAGO Creighton	RANCHO VIEJO Crane	WESTWOOD Alhambra	GLENDALE H.S. Glendale	MOUNTAIN VIEW H.S. Mirana	SAFFORD H.S. Safford	UNIVERSITY H.S. Tucson	Project Average
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
My district is more successful than neighboring districts	86	47	100	93	90	100	100	100	92	96	94	90	81	100	45	90
My school is more successful than other schools in district	100	74	100	100	94	95	100	100	97	96	94	72	91	97	95	94
Current training meets my needs	77	42	92	93	72	85	87	73	87	78	92	73	77	71	52	79
Teachers should take on more leadership roles	86	95	92	89	69	74	100	96	92	86	92	83	86	89	91	88
If grant ended, certain restructuring activities would continue	86	79	94	82	81	71	91	92	76	40	64	77	84	83	71	77
Restructuring has made difference in my classroom	82	58	83	96	59	100	65	83	84	76	88	63	61	94	65	77
Restructuring has made difference in my school	100	79	100	100	87	100	83	100	92	98	97	84	87	97	83	93
Society expects too much of teachers	100	100	97	96	97	100	100	100	95	100	100	94	95	94	91	97
Teachers' actions have limited long-term effect	14	11	19	4	6	40	4	16	13	8	17	20	7	11	22	13
I am hesitant to get involved in activities outside my classroom	50	33	44	37	41	50	44	28	50	52	44	65	49	31	52	45
I should get paid for extra nonclassroom responsibilities	64	58	53	52	94	90	73	58	92	84	78	58	65	50	57	69
College prepared me well	27	32	42	37	47	20	39	27	26	20	33	37	22	26	32	30
Recent graduates are better prepared	60	41	54	41	50	11	64	31	37	50	51	54	36	53	6	44
If starting over, I would still choose to teach	82	100	80	85	74	95	91	83	74	85	92	84	80	74	68	82
No real changes are needed at my school	27	11	19	33	7	50	13	20	8	6	20	13	15	12	13	16
Restructuring is merely a "buzz" word	25	32	22	4	16	16	30	23	35	22	39	52	27	17	23	26

Morrison Institute
November 1993

Table 2
RESTRUCTURING ACTIVITIES

(% of Teachers who indicate activity has been occurring to a large extent during past 3 years)

	CARMINATI Tempe Elem.	CJ JORGENSEN Roosevelt	DEL RIO Chino Valley	GILBERT Gilbert	KYRENE DEL SURENO Kyrene	LAGUNA Flowing Wells	LITCHFIELD Litchfield	PALMCROFT Yuma	PAPAGO Creighton	RANCHO VIEJO Crane	WESTWOOD Alhambra	GLENDALE H.S. Glendale	MOUNTAIN VIEW H.S. Marana	SAFFORD H.S. Safford	UNIVERSITY H.S. Tucson	Project Average
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
Site-Based Decision Making (SBDM)	68	11	89	78	9	60	13	100	87	25	32	19	11	42	91	46
Formalizing SBDM procedures	55	6	87	59	6	25	0	62	74	9	27	23	9	29	91	36
More staff development	86	16	76	78	48	81	48	50	84	71	49	59	39	41	30	58
Teacher mentoring programs	18	19	22	52	60	85	35	12	74	12	57	10	70	19	9	39
Using technology to improve communications	82	58	67	54	65	29	43	32	51	20	57	22	14	94	17	45
Using technology to improve instruction	43	53	89	82	56	45	65	8	61	24	78	47	18	69	26	50
Aligning curriculum, instruction, and assessments	57	50	35	70	71	47	48	16	63	34	22	74	38	47	29	46
Integrating curriculum across subjects	91	44	73	70	72	50	48	52	47	48	43	44	27	11	17	47
Integrating regular and special ed. students	95	63	81	93	91	71	55	46	38	61	32	70	84	53	15	64
Using developmentally appropriate practices	100	47	49	93	76	50	44	58	57	47	46	26	37	31	32	51
Cross-age tutoring	32	47	49	89	37	76	22	50	38	84	39	24	17	14	42	44
Adding opportunities for remediation/ enrichment	58	58	67	74	74	76	59	56	68	60	47	57	39	39	71	58
Developing CRTs	32	53	32	78	53	28	30	25	87	24	36	94	33	19	20	43
Using portfolio assessments	86	24	30	37	91	10	61	52	40	8	49	60	24	11	5	37
Multi-age classrooms	9	6	0	100	59	48	0	68	58	22	67	28	48	52	35	41
More social service support	32	37	25	89	29	86	9	13	50	22	38	37	31	30	29	36
Community service for students	40	28	12	54	13	38	9	9	27	25	3	80	17	18	36	26
Year-round schooling	14	6	0	0	0	5	0	100	3	82	0	0	2	0	0	15
Parental/community instruction	27	42	32	31	10	57	9	4	64	54	24	16	6	11	9	27
Soliciting parent/community involvement	68	47	62	69	63	65	78	25	65	58	58	67	69	36	82	61
Implementing school-within-school	18	6	0	0	8	7	0	21	12	14	6	44	6	0	33	12

Table 3
RESTRUCTURING OUTCOMES

(% of Teachers who indicate outcome definitely occurred as a result of restructuring activities during last 3 years)

	CARMINATI Tempe Elem.	CJ JORGENSEN Roosevelt	DEL RIO Chino Valley	GILBERT Gilbert	KYRENE DEL SURENO Kyrene	LAGUNA Flowing Wells	LITCHFIELD Litchfield	PALMCROFT Yuma	PAPAGO Creighton	RANCHO VIEJO Crane	WESTWOOD Alhambra	GLENDALE H.S. Glendale	MOUNTAIN VIEW H.S. Marana	SAFFORD H.S. Safford	UNIVERSITY H.S. Tucson	Project Average
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
Revitalized teachers' interest	38	33	33	44	43	33	30	52	38	22	33	17	13	29	36	31
Teachers more responsible for students' learning	50	33	37	37	26	50	22	40	29	31	33	29	9	22	41	30
Improved teacher morale	50	17	31	48	13	30	26	58	11	28	28	16	13	34	46	28
Stimulated teachers to be committed to change	52	11	28	37	20	35	30	44	19	29	30	13	16	6	46	44
Enhanced teacher collaboration	57	39	44	63	48	62	39	54	35	40	46	41	52	25	23	26
School more of a "risk-taker"	80	28	78	85	52	85	50	80	53	43	43	23	44	49	50	54
Encouraged restructuring in other schools in district	19	0	29	56	17	5	35	65	29	16	9	21	4	40	11	24
Created district climate for change	27	12	56	62	27	30	48	64	50	42	19	33	9	71	10	38
Increased parent involvement	27	29	53	48	37	24	30	36	46	44	30	29	25	14	73	36
Improved student attendance	26	29	33	42	0	30	10	36	42	10	11	7	6	11	20	19
Caused students to be more responsible for learning	36	18	19	41	16	17	5	24	18	6	22	3	6	6	30	16
Caused high standards to be set for all students	46	29	25	44	40	35	22	24	37	27	30	30	6	22	36	28
Improved student outcomes	43	6	22	52	24	25	22	42	37	22	22	29	8	15	20	25
More student-oriented activities	50	17	38	78	29	84	48	58	32	45	38	21	23	8	30	38
Caused few changes in school	12	6	13	4	13	0	0	4	6	17	9	14	10	3	11	9

Table 4
SATISFACTION WITH CURRENT DECISION-MAKERS

% of Teachers satisfied or very satisfied with group that currently makes decisions on these items)

	CARMINATI Tempe Elem.	CJ JORGENSEN Roosevelt	DEL RIO Chino Valley	GILBERT Gilbert	KYRENE DEL SURENO Kyrene	LAGUNA Flowing Wells	LITCHFIELD Litchfield	PALMCROFT Yuma	PAPAGO Creighton	RANCHO VIEJO Crane	WESTWOOD Alhambra	GLENDALE H.S. Glendale	MOUNTAIN VIEW H.S. Marana	SAFFORD H.S Safford	UNIVERSITY H.S. Tucson	Project Average
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
Capital budget	50	25	86	78	60	95	64	35	47	33	57	72	44	86	9	56
M & O budget	48	44	89	78	70	95	86	42	61	77	80	84	62	79	26	70
Teachers' salaries	29	29	36	22	34	55	23	42	6	16	19	42	5	40	44	27
Administrators' salaries	27	44	63	50	30	95	48	16	11	19	16	57	29	43	48	36
Hiring of teachers	68	67	86	85	33	85	82	85	89	71	84	87	68	94	65	77
Hiring of administrators	41	53	75	82	57	90	76	31	43	42	66	61	66	82	62	61
Training activities	86	35	78	70	52	85	68	65	73	60	77	62	64	77	48	67

Table 5
RESTRUCTURING BARRIERS

(% of Teachers noting item as somewhat or very much a barrier)

	CARMINATI Tempe Elem.	CJ JORGENSEN Roosevelt	DEL RIO Chino Valley	GILBERT Gilbert	KYRENE DEL SURENO Kyrene	LAGUNA Flowing Wells	LITCHFIELD Litchfield	PALMCROFT Yuma	PAPAGO Creighton	RANCHO VIEJO Crane	WESTWOOD Alhambra	GLENDALE H.S. Glendale	MOUNTAIN VIEW H.S. Marana	SAFFORD H.S. Safford	UNIVERSITY H.S. Tucson	Project Average
STATE BARRIERS	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
No state mandate to decentralize	55	47	11	16	33	14	23	40	28	25	44	13	54	27	73	33
No state encouragement to decentralize	48	41	14	20	27	14	27	32	32	28	47	10	52	18	73	32
No state $ to decentralize	59	44	69	36	47	38	36	54	42	23	63	33	57	34	65	47
Restrictive state laws	55	29	63	44	40	19	36	49	46	45	55	32	40	38	64	44
LOCAL BOARD/DISTRICT OFFICE																
SBDM council kept advisory by local board	64	47	17	31	33	14	23	48	43	19	44	27	65	18	78	38
Lack of school board member knowledge/education	68	71	71	39	47	33	32	62	81	63	66	36	87	31	87	60
District "uniformity" among schools	64	41	33	23	31	20	35	44	29	25	54	48	83	29	83	44
Must use specific textbooks	24	47	22	35	22	30	17	32	24	27	61	42	52	18	74	35
District reluctant to terminate ineffective teachers	52	65	44	50	45	10	26	72	53	49	65	57	66	81	77	56
Intradistrict transfers are discouraged	19	41	11	15	13	20	13	8	28	13	71	29	17	21	61	25
Intradistrict transfers are mandated	15	24	14	8	30	26	13	20	33	13	32	32	6	6	41	20
Cumbersome teacher dismissal procedures	20	47	25	20	35	16	22	28	42	27	44	40	43	33	67	35
Teacher agreement that specifies: - number/length of meetings	55	29	17	23	36	33	52	25	68	49	50	14	21	14	57	36
- length of teacher workday	55	24	25	23	3	5	26	21	58	44	58	10	28	14	52	31
- transfers based on seniority	35	24	28	23	14	5	30	21	27	18	44	20	15	9	78	25
- maximum class sizes	70	41	50	27	61	20	39	42	74	71	79	57	53	47	70	56
Administrative paper work requests	85	77	49	46	65	19	74	63	87	90	78	63	87	80	77	72
Lack of administrative training	70	53	9	27	16	5	26	54	32	53	36	17	53	34	57	37
Lack of teacher training	32	59	20	31	34	20	39	33	32	39	32	26	50	47	52	37
Lack of district regard for new methods	80	82	19	12	31	20	39	71	54	67	64	43	69	17	87	50

Table 5 (continued)
RESTRUCTURING BARRIERS

(% of Teachers noting item as somewhat or very much a barrier)

	CARMINATI Tempe Elem.	CJ JORGENSEN Roosevelt	DEL RIO Chino Valley	GILBERT Gilbert	KYRENE DEL SURENO Kyrene	LAGUNA Flowing Wells	LITCHFIELD Litchfield	PALMCROFT Yuma	PAPAGO Creighton	RANCHO VIEJO Crane	WESTWOOD Alhambra	GLENDALE H.S. Glendale	MOUNTAIN VIEW H.S. Marana	SAFFORD H.S. Safford	UNIVERSITY H.S. Tucson	Project Average
SCHOOL-LEVEL BARRIERS	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
Lack of time	96	67	89	92	100	100	96	92	90	96	89	83	94	91	96	92
Limited "real" budget decision-making	86	94	68	70	91	26	83	75	68	86	87	73	85	69	87	78
Lack of financial incentives for teachers	96	67	84	85	97	71	83	92	87	94	92	76	96	89	91	89
Lack of discretionary funds	82	83	70	85	78	91	83	88	82	82	78	71	85	75	91	81
Limited access to business partnerships	32	61	50	35	50	67	35	67	49	69	54	43	72	51	64	55
Lack of unified school vision	30	56	25	20	63	33	48	46	24	42	54	54	59	39	52	43
Fear that SBDM will empower principal too much	20	50	5	19	44	5	39	8	14	14	51	43	36	33	9	26
Lack of principal leadership	5	33	8	4	50	0	26	32	11	25	14	10	30	0	9	18
Lack of knowledge regarding:																
- federal laws	43	53	47	56	66	48	61	64	57	52	72	32	42	46	54	52
- state laws	48	47	47	64	66	50	61	60	54	51	69	32	43	46	50	52
- state board rules	55	47	37	54	63	48	50	58	44	52	62	37	29	31	50	47
- district policies	67	33	17	31	34	33	26	36	31	32	63	38	31	11	52	34
- how to formalize SBDM	57	35	22	43	75	48	35	48	22	64	51	30	59	46	46	46
- performance-based assessments	24	29	29	24	50	33	44	44	49	40	60	26	56	32	41	40
- non-traditional instructional practices	20	44	32	20	28	20	22	16	32	44	29	32	51	35	46	33
Parent apathy	81	77	86	46	69	57	22	84	76	86	79	80	76	85	10	71
Lack of parent knowledge/ education	91	82	92	65	81	76	48	76	84	93	94	83	77	97	18	80
Restrictive class schedules	76	53	72	65	50	63	61	44	66	63	78	55	69	71	91	65
Unsafe environment	19	65	11	0	3	14	9	13	26	48	46	36	28	14	86	27
Student mobility	71	65	53	8	59	48	39	57	73	74	94	60	53	44	46	58

Table 6
SOLUTIONS TO BARRIERS

(% of Teachers noting item as somewhat or very helpful)

	CARMINATI Tempe Elem.	CJ JORGENSEN Roosevelt	DEL RIO Chino Valley	GILBERT Gilbert	KYRENE DEL SURENO Kyrene	LAGUNA Flowing Wells	LITCHFIELD Litchfield	PALMCROFT Yuma	PAPAGO Creighton	RANCHO VIEJO Crane	WESTWOOD Alhambra	GLENDALE H.S. Glendale	MOUNTAIN VIEW H.S. Marana	SAFFORD H.S. Safford	UNIVERSITY H.S. Tucson	Project Average
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
LEGISLATURE/STATE BOARD																
Mandate SBDM	91	88	43	68	71	5	68	77	83	63	83	63	91	56	96	71
Require districts to investigate SBDM, but not mandate	86	88	51	73	65	63	74	69	68	53	67	48	75	71	50	66
Fund state-provided restructuring training	100	100	97	92	94	90	100	96	79	87	89	73	89	94	91	91
Fund regional restructuring support centers	86	100	85	96	90	90	96	96	82	90	95	74	90	88	82	89
Provide additional $ to district	91	100	89	100	77	95	100	84	84	96	94	88	98	100	86	92
Provide additional $ directly to school	100	100	100	100	97	95	96	100	90	98	100	96	94	100	100	97
Require portion of M + O funding to go directly to school	95	88	68	88	94	59	86	96	95	78	100	69	87	67	86	84
Allow charter schools with out-of-district appeal	84	94	56	52	77	16	71	83	81	68	86	25	92	59	96	71
Allow charter schools with local board as only sponsor	67	47	63	76	45	6	41	58	37	64	51	46	49	64	32	51
Support school, not district-based, restructuring grants	100	94	97	79	90	90	86	100	92	98	92	89	96	91	96	93
Support district, not school-based, restructuring grants	32	59	38	24	36	63	44	25	31	28	32	24	39	49	14	35
Expand career ladder program	55	53	54	42	77	68	78	44	42	45	42	41	61	77	68	56
Fund school-based social service support	90	94	68	92	87	90	90	84	87	91	91	86	86	83	81	86
Eliminate all state certification requirements	33	24	6	4	6	11	22	12	8	33	11	0	23	14	23	16
State takeovers for non-performing districts	75	59	60	73	72	42	64	52	67	60	69	41	76	54	73	63
Provide info. on state waiver process	84	100	83	83	82	77	86	86	66	70	79	48	84	70	71	77
Require local board member training	95	100	97	89	94	84	86	92	94	96	94	85	100	92	91	93
GOVERNING BOARD																
Promote diversity among schools	90	100	88	92	94	90	83	79	81	69	86	70	91	79	91	84
Establish waiver process for district policies	95	93	88	96	94	58	82	92	68	87	83	54	78	77	91	82
Promote school diversity within teacher-negotiated agreements	100	81	88	92	94	68	77	96	86	90	94	86	94	85	96	89

Morrison Institute
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Morrison Institute for Public Policy

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